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A Briefing Guide

for Planning on the
Targhee National Forest

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for Planning on the Targhee National Forest

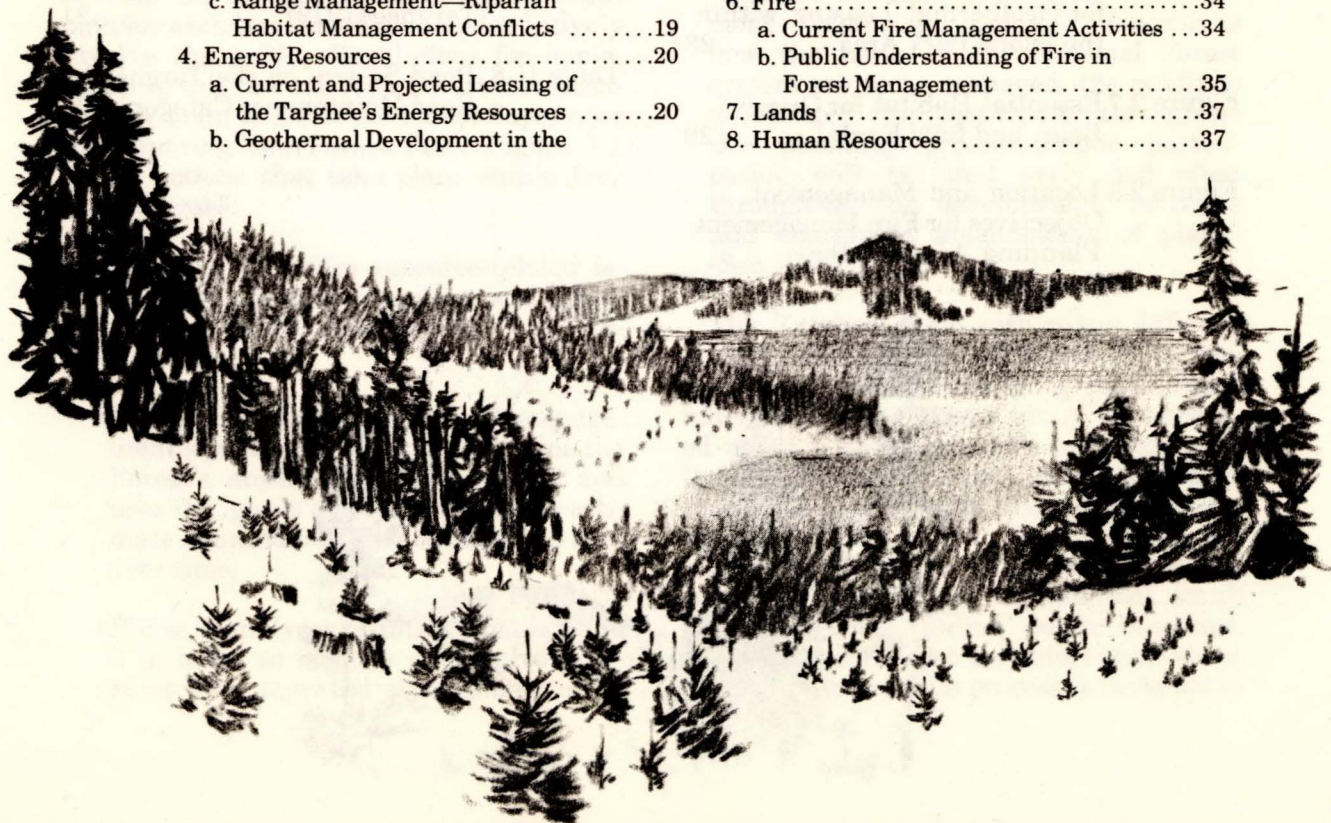
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INTRODUCTION

A. Legislative Background on Forest Resource Planning

Directions for developing a land management plan (forest plan) for the Targhee are specified in two recent laws: (1) the Forest and Rangeland Renewable Resource Planning Act, (RPA), passed by Congress in 1974, and (2) an amendment to RPA called the National Forest Management Act (NFMA), passed by Congress in 1976.

RPA requires the U.S. Forest Service to conduct an assessment or inventory of the Nation's renewable resources and develop a program for wise use of the resources. The assessment includes a determination of the capability of all National Forest lands to provide various goods and services as well as an estimation of future demands for these goods and services. The program includes setting target levels for providing goods and services from Federal lands and furnishing Federal assistance to states and private landowners for providing goods and services from their lands.

The NFMA requires the Forest Service to develop an integrated land management plan for each National Forest and to actively involve the public. Regulations for implementing this law call for a Forest interdisciplinary team to assist the Forest Supervisor in preparing the Forest Plan. Figure 1.1 shows actions that take place within four major phases:

- Phase 1: identifies resource-related issues, management concerns, and opportunities to use and develop Forest resources.
- Phase 2: analyzes the current management situation in order to determine the Forest's ability to supply outputs and uses (i.e. goods and services) and to estimate demand for these outputs and uses over time.
- Phase 3: analyzes results of Phases 1 and 2 in order to identify alternative programs for integrated management of all

Forest resources; each alternative is designed to take advantage of opportunities for using and developing Forest resources, and to address public issues as well as management concerns.

- Phase 4: evaluates each alternative and chooses a management program on the Forest; this program may be one of the alternatives developed in Phase 3 or it may be a combination of two or more.

It should be pointed out that forest planning is not a linear process. For instance, should a new, important issue come up during planning, it will be brought into the planning process at that point. Thus, planning is circular.

B. Public Involvement in Forest Resources Planning

Regulations for preparing a Forest plan clearly state that the public is to have a role throughout the Forest planning process:

"Because the land and resource management planning process determines how the lands of the National Forest system are to be managed, the public is encouraged to participate throughout the planning process...Public participation...will be used early and often throughout the development, revisions and significant amendments of plans" (Sec. 219.7 (a), (c)).

The Targhee deals with many different publics, ranging from individuals to recognized "special interest" groups. Each individual and interest group is concerned about a particular area or resource on the Targhee and needs information about that area to better let the Forest Service know how they feel. The Targhee has structured a public involvement process composed of a series of informal small group meetings, formal public meetings, and newsletters to let the public know about the Forest Plan. This process is designed to

help the public be involved "early and often".

There is no generally accepted "best way" to involve the public in planning; various ways of encouraging public participation may be more or less effective and the degree of effectiveness becomes apparent over time. For this reason, the Targhee has a detailed public involvement program for Phase 1, Issue Identification, and will use this experience to structure public involvement efforts during later phases. The public will be contacted before each phase and be informed of the public involvement program for that stage of planning.

Figure 1.2 shows the public involvement program for the Issue Phase in terms of steps to be taken. Table I-1 then expands upon this information by explaining the purpose of these steps and how the public involvement will occur.

If you are interested in more information about the Targhee and the planning process which is not contained in this Briefing Guide, please call or write the Targhee Forest Supervisor's Office at 420 N. Bridge St., St. Anthony, ID 83445 (208) 624-3151.

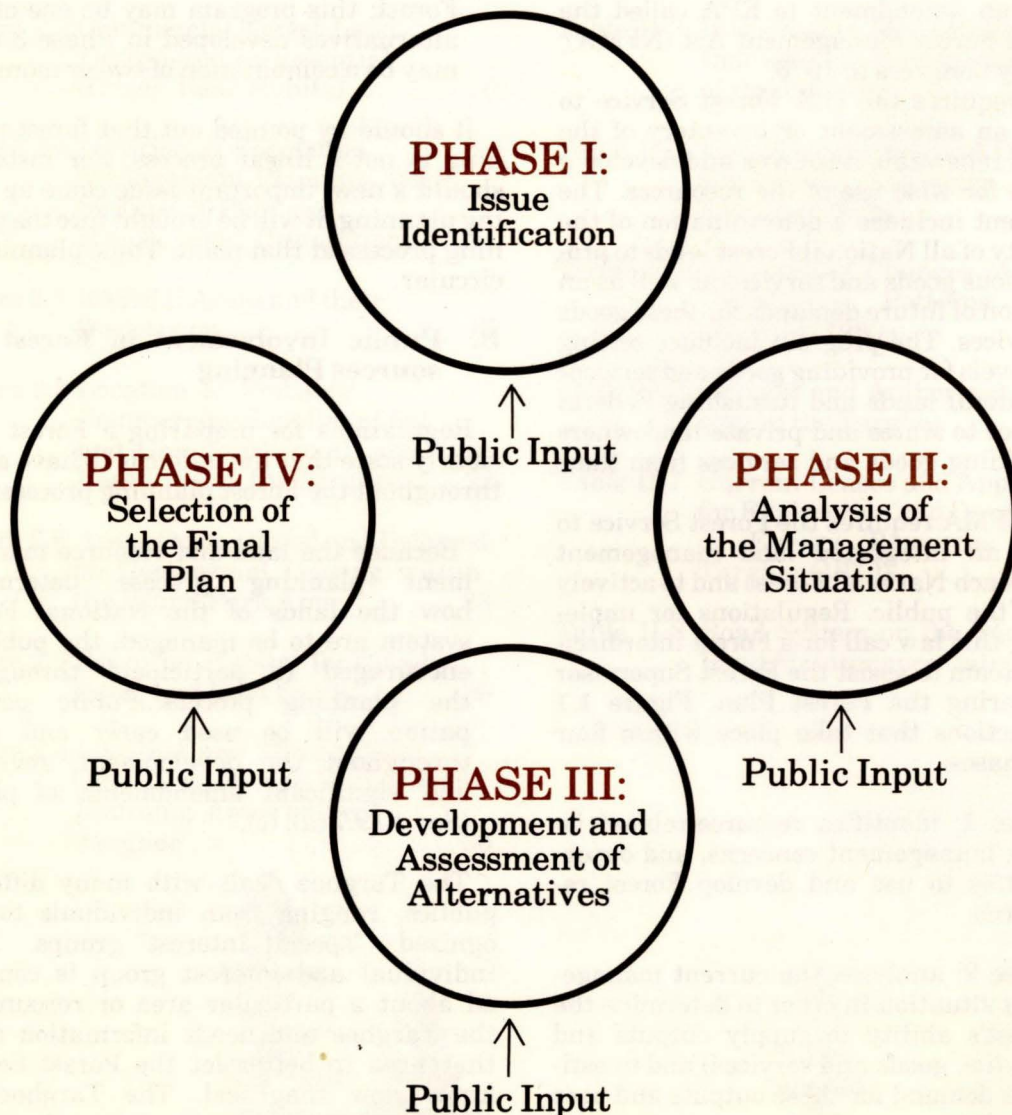


FIGURE 1.1 FOUR-PHASE PLANNING PROCESS FOR AN INTEGRATED NATIONAL FOREST PLAN

STEP**ACTIVITY**

1

Briefing Guide
Sent to the
Public

2

Small Group
Meetings
(specialized
interests)

Small Group
Meetings
(generalized
interests)

3

Public
Meetings

4

Analysis & Eval-
uation of Public
Input; Prelimin-
ary Disposition
of Issues

5

Preliminary Dis-
position of Issues
Sent to Public

6

Public Response
to Preliminary
Issue Disposition

7

Analysis and
Evaluation of
Public Input;
Final Disposition
of Issues

8

Final Disposition
of Issues
Sent to Public

FIGURE 1.2 PUBLIC INVOLVEMENT: ISSUES IDENTIFICATION PHASE

Table I-1

EXPLANATION OF THE ISSUE PHASE OF THE PUBLIC INVOLVEMENT PROCESS

Activity	Explanation and Role of Public	Activity	Explanation and Role of Public
Briefing Guide Sent to Public	A "Briefing Guide" is sent to the public to provide information to assist the public in understanding the Targhee.	Analysis & Evaluation (cont'd)	Forest (it will be referred to Forest Service's Region 4 Office or Washington Office).
Small Group Meetings	In early February and March, 1980, the Targhee will schedule small group meetings with interest groups and organizations; individuals who are not members of such groups and want to attend small group meetings or who want to meet Forest representatives individually, are urged to contact the Forest Supervisor's Office. Results of meetings will be summarized and sent to participants.		(3) Issue will be resolved in Forest Planning. (4) Issue will not be resolved in Forest planning due to time, manpower and budget constraints.
Public Meetings	A series of four general meetings will be held in the following places: (1) Idaho Falls (2) St. Anthony (3) Driggs (4) Dubois Their purpose is to allow people who have not participated to voice their opinions and provide for continued discussion with those who participated in the small group meetings.	Preliminary Issue Disposition Sent to Public for Comment	The above categories are not, at this time, intended to be inclusive; subsequent categories may be added as the issues become classified. The issues, as placed in identified categories, represent the preliminary disposition of issues. In April 1980, the Targhee will send a newsletter to the public <i>identifying</i> the preliminary disposition of issues and explaining the process of analysis and evaluation which led to that disposition.
Analysis & Evaluation of Public Input; Preliminary Disposition of Issues	The information received at the small group and public meetings will be summarized and categorized by: (1) who attended (2) location, (3) issues raised and (4) reason the issues are important. Issues will be studied to decide if they should remain in the plan according to the following criteria: (1) Issue is not within Forest Service jurisdiction (it will be referred to proper agency for response). (2) Issue is within Forest Service jurisdiction but has a scope broader than that of the Targhee National	Public Response to Preliminary Disposition of Issues	A public response form will be attached to the newsletter to provide public comment on the "preliminary disposition of issues". Comments in other forms (letters, postcards, verbal) will be accepted. For maximum effectiveness, these should be submitted 15 days after the date on the newsletter.
		Analysis and Evaluation of Public Input; Final Disposition of Issue	In May 1980, information provided by the public will be summarized, categorized, and evaluated as in step 4 above. The final disposition of issues will then be made. When approved by the Forest Supervisor, it will be sent to the Regional Forester for his approval.
		Final Disposition of Issues Sent to Public	After approval by the Regional Forester, the final disposition of issues will be sent in a newsletter to the public. This newsletter will also specify public involvement activities for the next planning phase.

Chapter II

FOREST RESOURCES ON THE TARGHEE AND THEIR USES

A. Introduction

This chapter provides background information on the multiple uses of the Targhee's forest resources and the various goods and services provided for each of the following resource elements: Timber, recreation (including wilderness), range, energy, soil and watershed, and fish and wildlife.

Also addressed are some important support elements: Transportation, special uses, law enforcement, visual resources, cultural resources, fire management, lands, and human resources.

In addition, topics which the planning team has identified as being important in assisting the identification of issues are discussed and a number of questions related to those topics are stated to encourage public response.

A further word may be in order about "public issues" as these are related to management of the Targhee's resources. In some cases, addressing an issue may be the responsibility of the Forest Service. In others, responsibility for a type of management action may rest partially or entirely within another state or federal agency. Timber harvest scheduling is an example of the first type of issue; oil and gas exploration and development is an example of the latter. An effort is made in this document to inform the public about such roles and responsibilities. Similarly, an effort is made to alert the public about various limitations which the Forest Service must consider in developing plans for on-the-ground action, including legal authorities, monetary limitations, capability of the resource, current levels of technology, and social and political attitudes.

It may be useful to consider the matter of interrelationships between and among management actions. Management activities in National Forests take place in particular land areas. Because of the biological relationships, undertaking a particular management activity—say, cutting timber—may have impacts on other resource values such as watershed, wildlife or recreation. The following discussion is organized by resource



element (i.e., timber, watershed, wildlife, range, and so on) not because each is separable from the other in practice but because the Forest Service is organized along these functional lines and so is the existing information associated with these divisions. Some of the relationships among resources are highlighted in the subsequent discussion because particular relationships are seen as important. The reader should keep in mind that interactions among resources usually happens.

B. Resource Elements

1. TIMBER RESOURCES

This section provides an overview of timber management on the Targhee and focuses on the following topics:

- The timber resource and its use.
- Local economic dependency on timber production.
- Conflicts between grizzly bear management and timber management.

a. The Timber Resource and its Use

Approximately 1.4 million acres of the Targhee's 1.8 million acres are forested. Of these forested acres, over 1 million are classified as commercial forest land and provide the land base for timber management activities. (Forested areas are classified as commercial forest land if they are capable of growing 20 cubic feet of wood per acre per year and are not reserved or deferred from production.) The primary tree species include lodgepole pine, Douglas-fir, alpine fir and spruce. Seventy percent of the tree species is lodgepole pine.

Until 1960 there had been little timber harvesting activity on the Targhee. This factor, plus increased fire protection on the Forest, led to a forest condition that foresters term "overmature", meaning past the age of biological maturity. In order to change this condition and begin a wood-using industry in the area, the Targhee sold 318 million board feet (MMBF) of timber in 1960, the largest single timber sale in the Continental United States at the time. This volume was to be harvested over the following 20 years.

At about the same time a naturally occurring population of mountain pine beetle began to attack and spread throughout the 3 billion board feet (BBF) of lodgepole pine on the Forest. In response, the Forest Service began a 10 million dollar fumigation program in 1963. However, it was discontinued in 1970 due to its cost and inability to control the beetle population.

In 1974 it was estimated that 70 to 80 percent of the lodgepole pine on the Forest was dying. It was then decided to begin a program to salvage as much of the dead and dying timber as economically possible. The salvage program resulted in an increase in the volume of timber sold from about 36 million board feet in 1974 to about 105 million board feet in 1978. Most of the timber sold in the salvage program was in the form of "large" timber sales to private companies. At this time most of the timber that can be sold for lumber has been salvaged and the program is almost over as far as "large" sales are concerned.

A look at future timber management presents a very uncertain picture. In order to figure out the volume of timber that can be harvested on a long-term basis and to plan harvest schedules, data is required on the growing condition of the Forest. An inventory of the Targhee's growing condition was completed in 1975. However, the continued devastation caused by the mountain pine beetle has made this information extremely unreliable. The Targhee is now considering using a Forest Service computer program to update the 1975 inventory based on evidence of beetle kills and using the updated information to schedule harvest levels. If this technique is used, it will be necessary to re-evaluate the accuracy of the inventory adjustment each year and adjust the associated harvest schedule accordingly.

Further uncertainty regarding future harvest and "sustained yield" levels is added by the requirement of NFMA that the Forest

Service identify "suitable, capable and available" lands for timber production; lands so defined will be where future timber management activities occur. To be tentatively identified as "suitable, available and capable" for timber production, lands must meet the following criteria (sec. 219.2 (b) (1):

- Land is not by law or by National Forest Service direction administratively withdrawn from timber production.
- Biological growth potential exceeds the minimum stated in the Regional Plan (20 cubic feet per acre per year in Region 4).
- Technology is available that will assure timber production without irreversible damage to soil productivity or watershed.
- There is reasonable assurance that lands can be restocked with trees within 5 years after final harvest.

At the present time the Targhee is just beginning to determine which of its lands fit the criteria.

Consideration of historical and recent trends regarding Targhee's timber resource, as well as uncertainty regarding future timber management planning, raise a number of questions for discussion:

- Chemical control of the mountain pine beetle is not practical. Opportunities for large salvage sales are now limited because most of the high quality wood has been dead too long. What other options does the Forest Service have for lodgepole pine management?
- Should salvage of lodgepole pine be made more economically attractive to the private sector? *How?*
- There is uncertainty about timber inventory data and the need to annually update future harvest schedules. Should the Forest Service help minimize the impact of these uncertainties on the private sector? *How?*

b. Local Economic Dependency on Targhee Timber

During the past five years, 23 new mills (sawtimber, posts, poles, etc.) began operations due to the increased availability of tim-

Table II-1

ECONOMIC IMPACT OF TIMBER OPERATIONS ON LOCAL COUNTIES

County	Direct (#)	Employment Timber-Related (#)	Income Direct (\$)
Fremont	382	540	\$2,833,000
Madison	180	220	1,049,000
Teton	37	50	280,000
Total	599	810	\$4,212,000

ber supply. In 1979, there were 60 house log, lumber, and post operations processing timber cut from the Targhee. Table II-1 provides estimates of timber-related employment and timber-related income in counties where most Targhee timber is processed.

The above estimates are obtained by using data on the relationship between employment and harvest levels in the Western U.S. (USDA, November 1977). The data indicates that the wood processing industry employs about seven persons per million board feet of timber and that, as a secondary effect, about 10 indirect (support and service) jobs are also generated.

In 1972, prior to the beginning of the salvage operation, wood products accounted for about 6% of total employment in Fremont County, 1% in Madison County, and 75% in Teton County. By 1978, timber employment as a percent of total employment had increased to 9.1% in Fremont County and 1.5% in Madison County (figures for both 1972 and 1978 account only for those forms covered by the Idaho Security Law; thus they are a low estimate).

The recent annual harvest levels previously shown in Figure II-1 are not expected to be maintained as indicated in Table II-2 which shows expected annual sale and harvest levels for the period of 1979-1984.

Due to the uncertainty regarding inventory information discussed previously, it is not possible to precisely predict allowable harvest after 1984. The Forest, however, estimates that they will be around the 40 MMBF per year level. How long they will remain at that level is not known.

Though the impact will not be felt immediately due to the lag time between when the timber is sold and when it is harvested, the amount of timber harvested from the Tar-

ghee will drop drastically with the next decade, a corresponding decline in employment related to wood products can be expected. Later in the planning effort, the Forest will use a computer model to specifically predict employment effects. It seems obvious that a substantial decrease in allowable cut could have a considerable impact on local economies, particularly in Fremont County.

An examination of the relationship between Targhee timber and its use by the two largest local mills—Idaho Stud Mill and Louisiana Pacific—may shed some light on the economic dependency issue. These two mills now take between 50-60 percent of current harvest. The Idaho Stud Mill currently employs 250 people and requires 33MMBF annually to maintain its present level of operations. Because of the mill structure, it can process the relatively small diameter lodgepole pine. Louisiana Pacific employs 123 people and requires 25 MMBF annually to maintain its operations. Because of its mill structure, it requires the larger diameter Douglas-fir. Of the estimated future annual harvest of 40 MMBF, the Targhee expects only 10 MMBF to be Douglas-fir. Obviously, this is not enough volume to sustain Louisiana Pacific's current operation. It does not look as if surrounding National Forests or private land will be able to supply enough Douglas-fir to make up the difference.

A decrease in future harvest levels may also cause competition to increase markedly between the large mills and smaller ones that developed during the salvage operation. The size of the timber sales offered will have an impact on the degree of this competition. Larger sized offerings favor the large mills; small size offerings favor small mills.

One other employment impact should be examined: The contribution of contract jobs

on the Forest to local employment. With the recent increased harvest, there has been an addition of 175 to 200 contract jobs on the Targhee. As harvest levels decline, the number of jobs may also decrease. This effect may be offset if timber stand improvement contracts increase in the future.

Reflecting on the local economic dependency situation, a number of questions arise regarding future management:

- There is an important relationship between timber-related activities on the Targhee and employment and income of local communities. What should be the direction of the future timber management program? Should we maintain the status quo minimizing adverse impacts on local economies or stimulating local industry and contract work? *Why?*
- How should the planning team treat local economic impacts?
- It is likely that the larger timber sales will attract larger mill operations and small sales will attract more labor intensive, less well-capitalized firms. What policies (i.e., guidance) should be adopted for sale sizes?

The Targhee has been operating a firewood program for several years. The current program requires each user to obtain a permit for up to 10 cords of firewood free of charge. On all but one Ranger District (Dubois) there are designated cutting areas. Currently, five Forest Service personnel administer the program.

Figure 2.1 indicates the large increase during the past six years in number of permits issued and the volume associated with such permits. Volume estimates presented in Figure 2.1 are based on the amount of wood users registered for when they obtained their permit. It is not known what amount is actually taken because firewood removal is not closely checked.

Present trends in the firewood program are not likely to continue for several reasons: It is expected that deadwood supplies will soon dwindle, perhaps creating pressure on live stands; as deadwood near roadsides becomes scarce, competition among users will increase and new industrial demand is beginning to develop. Future trends are uncertain because sustainable levels of firewood supplies are not known. This will depend on a number of facts including: Future timber harvests,

Table II-2

ESTIMATED TIMBER SALES OFFERED AND TIMBER CUT ON
THE TARGHEE IN MMBF (1979-1984)

Year	Estimated Annual Sales Quantities	Projected Timber Harvest Schedules
1979	95	153
1980	79	130
1981	52-58	95
1982	38-42	71-77
1983	34-39	50-55
1984	33-38	50-55

Approximate due to rounding; range in quantities reflects uncertainty in future conditions.

c. Current Firewood Program and its Future Direction

In October of 1978, the Chief of the Forest Service authorized National Forests to provide firewood to the public at levels within budget, resource capability and manpower constraints. He also authorized charging a fee but left that decision up to each Regional Forester.

future beetle infestations, future capability to monitor and enforce firewood-removed-by-permit regulations, future policy of maintaining sustainable supplies, and continuing with no-charges or starting to charge a fee. To better zero in on possible options for future management of the Targhee's firewood resource, the following questions are being asked:

- The supply of deadwood close to existing roads is likely to cause competition among firewood users for available material. What type of policies should be started for the Targhee's firewood program? Should there be: a charge for firewood, restricted locations of cutting areas, cutting of live, noncommercial timber for firewood use when the deadwood supply is gone, construction of additional roads on a subsidy basis to get to new areas with firewood supply?
- To what extent should firewood be directly monitored and permits enforced? Should more or fewer Forest Service personnel be involved with the public when they are removing wood?
- What types of measures should be used to protect live stands of timber?
- The National policy is to provide firewood within the Forest's manpower and budget limitations. To what extent should the timber management program provide for a firewood program in the future?

d. Conflicts Between Timber Management and Grizzly Bear Management



The grizzly bear is currently protected under the Endangered Species Act (P.L. 93-205) and 170,000 acres of the Targhee have been designated as essential grizzly bear habitat (see description in Section B.6 on wildlife). The conflict emerges because 132,000 of these acres are also classified as commercial forest land and comprise 19 percent of the total commercial forest land on the Forest (see Figure 2.2).

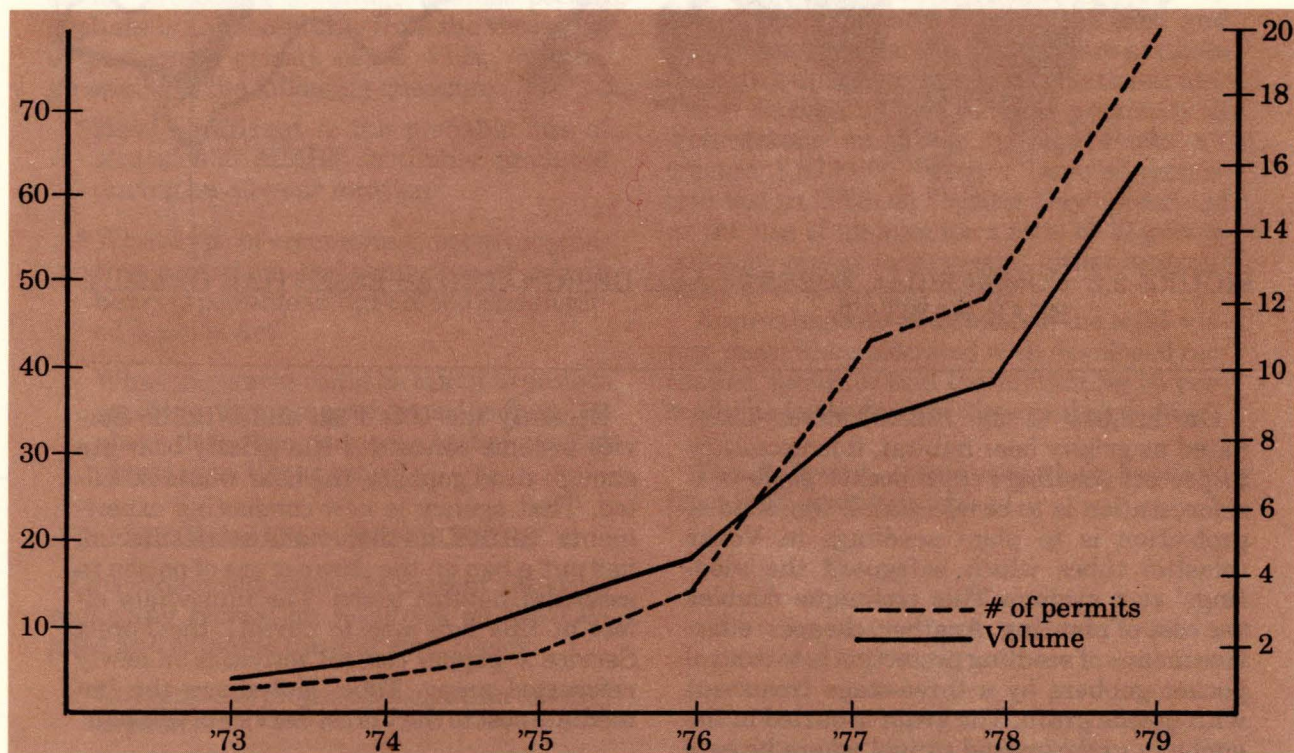


FIGURE 2.1 FIREWOOD PROVIDED FROM THE TARGHEE: 1973-1979



FIGURE 2.2 COMMERCIAL FOREST LAND DESIGNATED AS ESSENTIAL GRIZZLY BEAR HABITAT.

On 118,000 of the 132,000 acres designated as grizzly bear habitat, it is necessary to protect seedlings from pocket gophers if reforestation is to be successful. One kind of protection is to plant seedlings in Vexar (plastic) tubes which safeguard the seedlings' root systems. This technique doubles the cost of planting. Another, cheaper, effective means of seedling protection is to control pocket gophers by a three-stage treatment with poison grain. The grain is buried in the gopher's underground tunnel where he eats it, dies, and decomposes.

Recently the U.S. Fish and Wildlife Service became concerned if a grizzly bear ate enough dead gophers, the bear would be killed. That agency is now conducting experiments to test its theory and in the interim, has put a ban on the cheaper use of poison in essential habitat areas. The immediate effect of this ban was to curtail the Forest Service's gopher control activities on newly reforested areas. Table II-3 shows the immediate cost to the Forest Service of this ban.

Table II-3
INVESTMENTS MADE PRIOR TO 1979 THAT ARE LOST
DUE TO CANCELLATION OF TREE PLANTING

Quantity	Activity	Dollars Spent
500 acres	Site preparation for reforestation	\$19,816
371 thousand	Lodgepole pine tree seedlings to be planted	31,706
359	Primary gopher control activities:	9,764
	Cost to government for cancellation of contracts:	13,000
		TOTAL \$74,286

On a larger time frame it is expected that the loss of timber production from these 118,000 acres on an 80-year rotation will amount to almost 400 MMBF. On the other hand, trees will eventually grow in these sites, taking about 30 years to regenerate naturally while saving a considerable amount in planting and site preparation costs over the same time period.

Currently the Forest Service has adopted a "wait-and-see" posture awaiting results of the Fish and Wildlife Service's studies. Although the Forest Service is responsible for timber production, the least expensive method for protecting seedlings against pocket gophers is not acceptable from the viewpoint of protecting grizzly bears. This, in turn, gives rise to the following questions:

- How significant is the probable loss of almost 400 MMBF in timber produced during an 80-year rotation?
- What type of compromise between seedling protection and protection of grizzly bears is possible in light of the Endangered Species Act?

What measures could be taken to protect seedlings against gophers aside from the above described poisoning technique and planting in Vexar tubes?

2. RECREATION RESOURCES

This section discusses the current situation regarding recreation resources on the Targhee and explores the following topics:

- Current and projected recreation use and capacity.
- Adequacy of developed recreation facilities.
- Facilities maintenance and recreation plan implementation.

- Dispersed recreation: Motorized vs. non-motorized use.

- Summer homes on Henry's Fork of the Snake River.

a. Current and Projected Recreation Use and Capacity

The Targhee offers a wide variety of recreation opportunities such as camping, hiking, fishing, picnicking, hunting, water sports, winter sports, and others. This wide range of opportunities is possible not only because most of the Forest is accessible to users (by car or foot), but also because the land and water resources on the Targhee are suitable for many different types of recreational use. These factors, as well as close proximity to Yellowstone and Teton National Parks, attracted 1,673,000 "Visitor Days" of recreation use in 1978. (A "Visitor Day" is defined as the use of an area for a total of 12 person hours by one or more people, either continuously or over several visits).

Approximately 45 percent of the total visitor days was associated with developed recreation facilities and the remaining 55 percent was in the form of dispersed recreation.

The following observations can be made from looking at two tables:

Table II-4

USE OF DEVELOPED AND DISPERSED RECREATION RESOURCES ON THE TARGHEE (1978)

Visitor Days to Developed Recreation Sites					
Site Type	Number of Visitor Days (thousands)	Percent of Total Use	Number of Units	Seasonal Site Capacity (thousands)	Percent of Capacity Used
Boating	15.2	1	12	160	9.5
Campgrounds—Family	287.8	17	899	428	67
Picnic Areas	17.9	1	66	57	31
Hotel, Lodge, Resort	50.8	3	3 sites	164	31
Organization Sites—Private	92.4	5	15	185	50
Recreation Residence	106.7	6	12 sites	195	55
Winter Sports	112.4	7	3 sites	375	30
Other	29	3	-	-	-
Subtotal	753.6	45%	-	1,564	-

Visitor Days to Dispersed Recreation Areas					
Site Type	Number of Visitor Days (thousands)	Percent of Total Use	Number of Units	Seasonal Site Capacity (thousands)	Percent of Capacity Used
Driving for Pleasure	332.1	20	1,776 miles	NA	NA
Trails	6.6	6	1,200 miles	"	"
Reservoirs & Lakes	122.8	7	16,500 acres	"	"
Rivers & Streams	96.9	6	300 miles	"	"
Back Country Areas	261.3	16	1 million acres	"	"
Subtotal	909.7	55%	-	-	-

• **Developed Recreation.** On the average, developed recreation sites are being used at 25 percent capacity ("capacity" is defined as the maximum number of users that a facility is designed to accommodate during a specific recreation season on a 24-hour day basis). This suggests that, on the average, there is ample opportunity for increased use of developed recreation sites. However, averages mask times when a site may be filled to capacity such as the 4th of July, a situation discussed in the next subsection.

• **Capacity During Peak Season.** "Seasonal Site Capacity" refers to the capacity of a developed recreation site such as campgrounds during the summer months. "Percent of Capacity Used" refers to seasonal use. Even during the summer months it appears that, on the average and excluding peak demand periods, there are opportunities for more visitation than is presently the case.

- **Trends in Use.** The most popular recreation uses appear to be driving for pleasure, camping in family campgrounds, and visiting the back country or undeveloped areas of the Forest. These trends may change in the future as is discussed later in this section.

- **Dispersed Recreation.** It is not possible to pinpoint exactly what the Forest's capacity is for dispersed recreation. In general, the Targhee is below carrying capacity. Use in other areas will often approach capacity on weekends and holidays.

The current use patterns shown in Table II-4 are not necessarily what can be expected

and Big Springs. At the bottom half of the figure, the type of management plan that is presently being considered is shown. The degree to which the management plans shown in Figure 2.3 will continue to be carried out will depend on such factors as user demand, funding for construction, maintenance, land purchase, and available law enforcement levels. The public has the opportunity to assist the Forest Service in its planning for the future by addressing topics such as the following:

- The total capacity of developed recreation sites can generally accommodate increased use. Recreation demand appears to be moving toward more dispersed uses of the Forest. To what degree should the

Table II-5

ANTICIPATED CHANGES IN RECREATIONAL USE PATTERNS ON THE TARGHEE (1980)

Use Type	Percent Projected Change in Use Level
Camping (Developed)	Stable
Camping (Undeveloped)	+10%
Cross-Country Skiing	+10%
Snowmobiling	Stable

in the future. Recently the Targhee has experienced a "leveling off" in use (less than had been anticipated) due to current economic and energy situations, and a change in mix of recreation use types, with dispersed recreation becoming more important. Taking these factors into consideration, projected changes in use of the Targhee's recreation resources over the next 10 years are presented in Table II-5. The percentage changes shown in terms of plus or minus can be compared with current use shown in Table II-4 to clarify what future trends are expected.

Planning for future recreation use has been accomplished by preparing "Recreation Management Plans" for certain parts of the Targhee. To date, three such plans have been completed or are nearing completion for the areas depicted in Figure 2.3, including: West Slope of the Tetons, Palisades Backcountry,

Targhee attempt to shift emphasis more toward dispersed use?

- Use for both developed and dispersed recreation is found to be concentrated in particular areas. Should programs/management techniques be made for attracting visitors to less crowded areas in the Forest? If so, what kinds?

- To what degree are current Recreation Management Plans needed for the future? What other plans are needed?

b. Adequacy of Developed Campground Facilities

Table II-4 presented earlier shows that developed campground facilities are not being utilized to the fullest extent possible as measured by theoretical carrying capacity. However, these figures can be misleading because they depict average use over the entire season and do not reflect conditions at

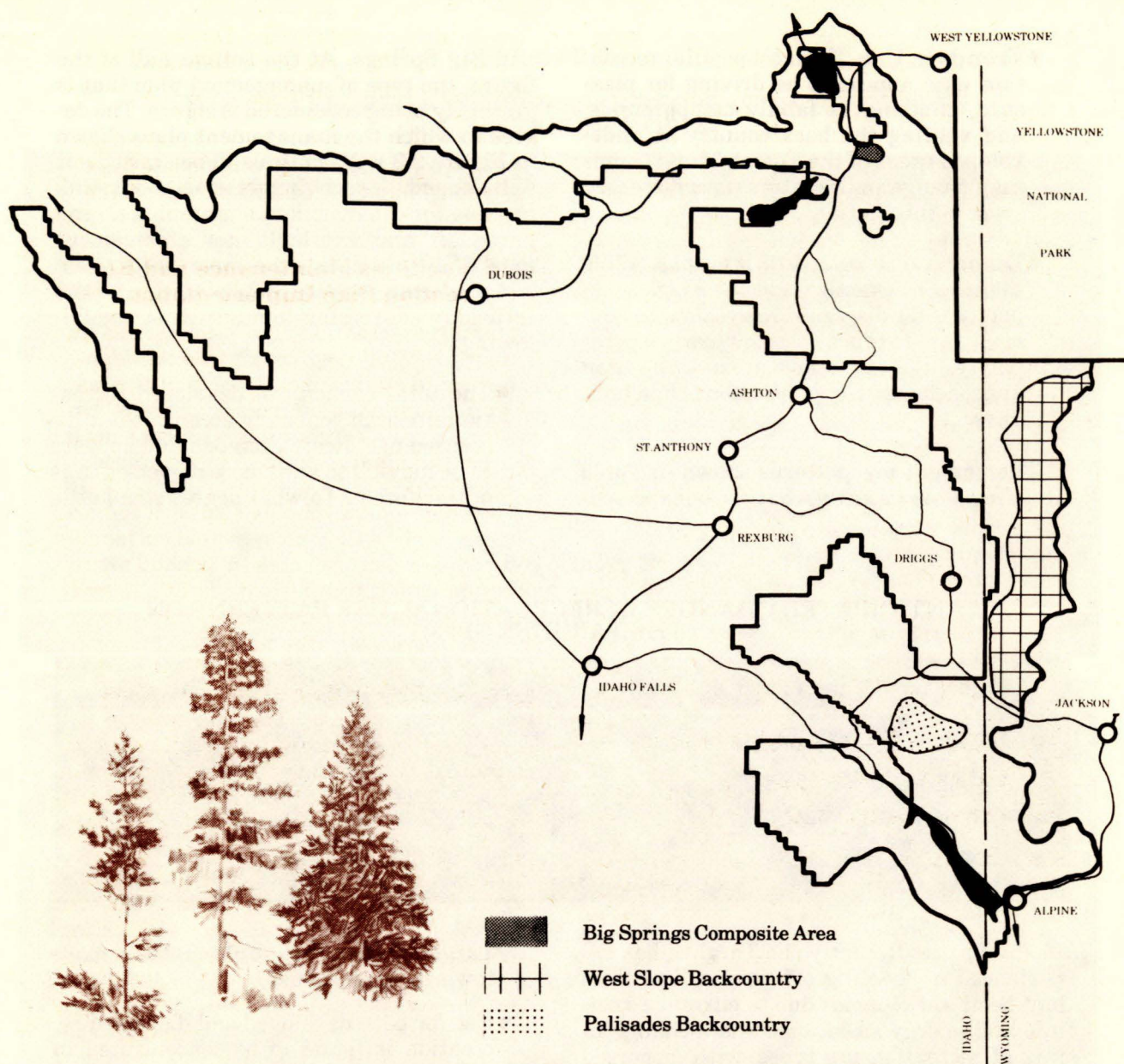


FIGURE 2.3 LOCATION OF RECREATION MANAGEMENT PLANNING AREAS BY TYPE OF PLAN AND MANAGEMENT ORIENTATION

(1) West slope of the Tetons

The West Slope is a back country recreation plan which includes such management techniques as back-country closure and routing of users in order to protect areas from concentrated use (areas like the Alaska Basin and the more popular lakes).

(2) Palisades Reservoir

The Palisades Plan focuses on developed recreation, and includes provision for land purchase, which will take place in 1980.

(3) Big Springs

Big Springs is a developed recreation plan, requiring major capital investment in facilities. Its future is in question due to a court challenge.

any one time. In reality, the Targhee has not had sufficient facilities to meet demand on peak summer weekends, especially in the following areas: Island Park, Palisades, and Teton Canyon. This peak use is a result of one or more factors: "destination demand" for developed camping on the Targhee, meaning that people from nearby Yellowstone National Park because its campgrounds are overcrowded; and/or people in transit to both Yellowstone and Teton National Parks find it convenient to camp on the Targhee.

The combination of peak demand for campground facilities on the Targhee and in nearby National Parks has resulted in a "spillover effect" and overcrowding of developed campgrounds by people who may not have intended to camp on the Targhee. Often, people who intended to camp in developed facilities will camp in surrounding forest area. The degree of environmental damage associated with this use depends on the magnitude of numbers and the number of day-use involved.

There does not appear to be an easy solution for dealing with the problem created by peak demand and inadequate campground supply during such periods. The public is being asked to help find a workable way to deal with this problem:

- To what degree should the Targhee develop joint programs with Yellowstone National Park to deal with the "spillover" effect created by overcrowding in the Park? What kinds of programs would be appropriate?
- To what degree should the Targhee promote camping in surrounding, undeveloped areas when developed campgrounds are at capacity?
- What steps should be taken to protect undeveloped areas from environmental damage?
- Realizing that there are budget limitations on visitor information services, what kinds of programs might be useful for directing users to areas that are not being used to capacity during peak summer weekends?
- To what degree should the Targhee encourage the development of facilities on private land, rather than constructing

more campgrounds on the Targhee when current facilities are more than adequate during average times?

- To what degree should additional facilities be constructed to accommodate peak period demand in localized areas on the Targhee?

c. Facilities Maintenance and Recreation Plan Implementation

Having a recreation plan is not necessarily a guarantee that it will be carried out. Money is needed to maintain existing facilities and/or implement adopted recreation plans. Unfortunately, the Targhee has had problems in securing adequate funding in both areas.

The results of inadequate funding for maintenance are probably easiest to see and to document. Each year a recreation facility condition inventory is taken on the Targhee and the condition of each facility is evaluated. At current rates, deterioration of facilities in the *poorest* condition is causing an annual loss of 20 percent, meaning that facilities in relatively poor condition are no longer available for use. This amounts to a 2 percent per year loss in total facility supply as there is no new construction to add to this facility. To add to the problem, there is also a yearly loss in the *higher quality* facilities, reducing total supply of these as well.

Currently, the budget needed to rehabilitate current developed recreation facilities is estimated at \$4 million; another \$1.2 million is needed to properly maintain these facilities. At the present time, only \$400,000 is being provided annually in the Forest Service's budget for developed recreation facility operation and maintenance.

Funding is inadequate for carrying out the recreation management plans discussed earlier (see Figure 2.4). The Targhee developed these plans in response to recreation management needs. Due to budget limitations, it now appears extremely unlikely that parts of those plans which require large capital investments will be fully implemented.

The situation regarding facilities maintenance and recreation plan implementation calls for public response to some of the following questions:

- To what degree should the Targhee attempt to establish priorities for maintaining facilities and/or carrying out recreation management plans? (Continue

as usual? Maintain existing facilities before constructing new ones? Divide existing funds equally between the two activities? Other?)

- If a "formal" program for establishing priorities is adopted, are there particular facilities that should receive high priority? (Poorest quality? Highest quality? Other? Why?)
- Are there particular recreational management plans that are more important than others? Why?
- What other methods could the Targhee use to deal with maintenance needs in view of low funding to initiate the required work on a yearly basis? (Seek assistance from volunteer groups? Other?)
- What methods could be used to carry out existing plans in the absence of adequate funding to initiate the required work on a yearly basis? (Seek assistance from volunteer groups? Other?)

d. Dispersed Recreation: Motorized vs. Non-motorized Use

In 1972, President Richard Nixon issued an Executive Order directing all Federal land management agencies to develop regulations and plans for off-road vehicle use on public lands. In 1977, President Jimmy Carter amended this order, calling for immediate closure of areas suffering environmental damage as a result of use by four-wheel drives, dirt bikes, snowmobiles, and other motorized vehicles.

In response to this Presidential directive, the Targhee developed a "Forest Travel Plan", which explains areas that are open, closed, and restricted for off-road vehicle use. Up until now, conflicts among motorized and non-motorized uses have been minimal. However, parts of the travel plan itself are in question, with some users concerned about travel restrictions in particular areas. Because of the detailed nature of the travel plan, it cannot be represented in a figure here. However, copies are available at all Targhee Forest offices.

The enforcement of off-road vehicle restrictions is part of a larger law enforcement question which will be dealt with later in this guide. However, the Targhee would like public comments on several questions regarding the Forest Travel Plan.

- Recognizing the need to respond to Presidential directives, as well as the fact that demand for off-road vehicle use has been rising, to what degree is the current travel plan adequate?
- What changes, if any, should be made?
- To what degree does the travel plan create continued conflict between motorized and non-motorized uses?
- What measures can be taken to deal with conflict situations aside from enforcement of the existing plan?
- What particular areas do you feel are over-restricted? Under-restricted? Why?

e. Wilderness Designation

The Forest Service has completed a Nationwide Roadless Area Review and Evaluation (RARE II). The purpose of RARE II was to determine which National Forest lands are best suited for wilderness. Although there is no designated wilderness on the Targhee at this time, this situation will probably change. Roadless areas on the Forest have been categorized under one of the following definitions:

- Areas recommended by the Forest Service to Congress for wilderness designation.
- Areas recommended for "further planning" status because additional analysis was needed before a decision could be made, these areas will be considered for all uses, including wilderness in the land management plans.
- Areas that will not be considered further for wilderness and are available for other resource utilization.

Figure 2.4 shows the location of these areas on the Targhee.



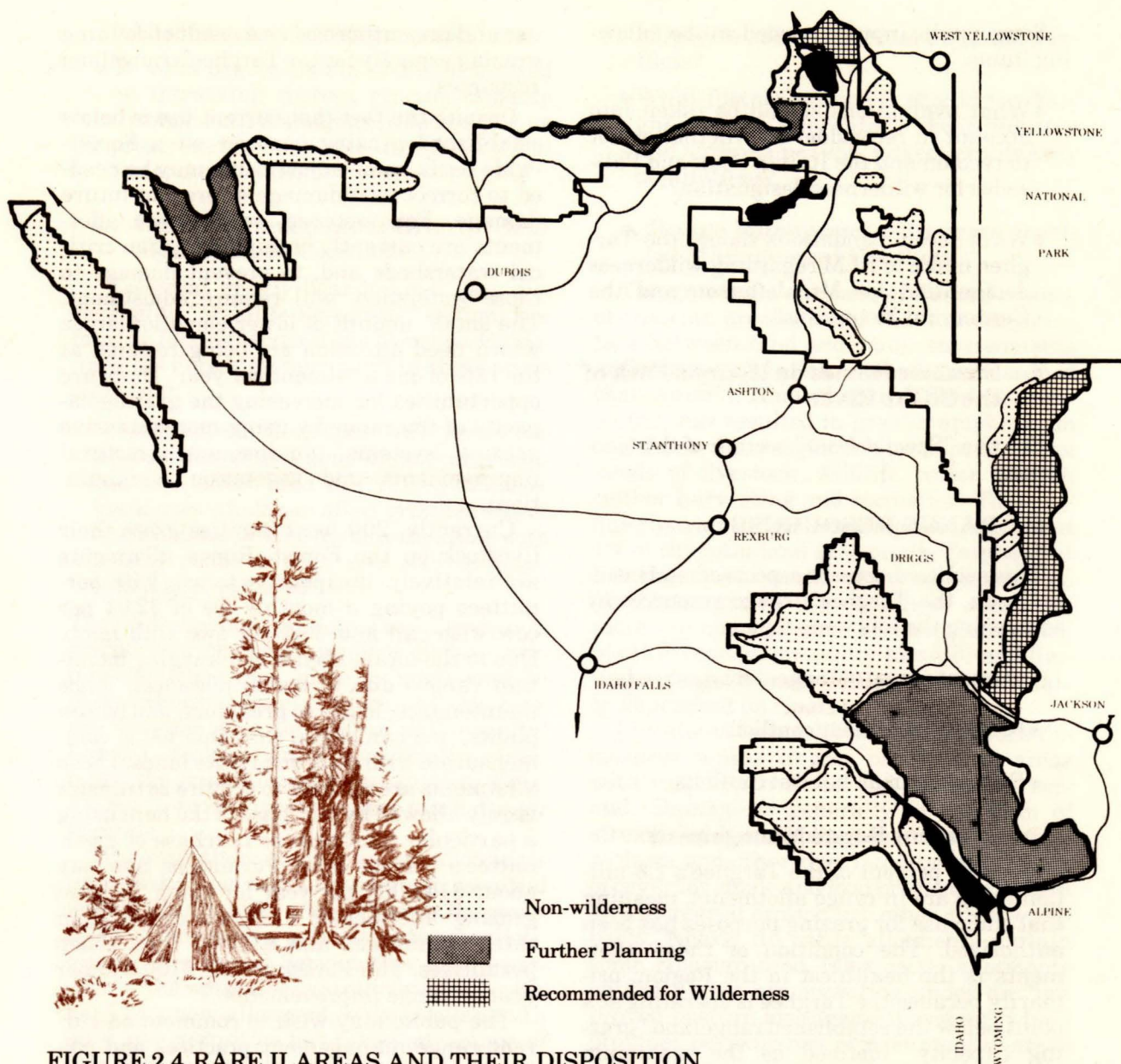


FIGURE 2.4 RARE II AREAS AND THEIR DISPOSITION

Twenty-one areas, totaling close to 1 million acres, were initially identified on the Targhee as meeting requirements for possible wilderness designation. Of the 1 million acres, 138 thousand in the Lionhead and West Slope areas have been recommended for wilderness designation. About 600 thousand acres have been defined as "non-wilderness" areas and 253 thousand have been defined as "further planning" areas.

At this time, the Mt. Jefferson RARE II area (along with about 25 thousand acres in the Centennial Mountains) is being studied for wilderness in conjunction with a contigu-

ous "Primitive Area" on Bureau of Land Management (BLM) land. The Italian Peak RARE II area had been recommended by the Forest Service for wilderness designation but the President placed the area in the further planning category; its wilderness value will again be evaluated in the Forest planning process. The Palisades RARE II area, most of which is on the Targhee, is the subject of considerable controversy because of its oil and gas potential—a subject which is further discussed in the Energy Resources section of this guide.

Some public input is needed on the following items:

- What evaluations should be taken into account in reconsidering whether or not to recommend the Italian Peak and Pali-sades for wilderness designation?
- What recommendations should the Targhee make to BLM regarding wilderness designation for Mt. Jefferson and the Centennial Mountains?

f. Summer Homes on Henry's Fork of the Snake River

See the "Special Uses" section of this document.

3. RANGE RESOURCES

This section discusses aspects of, and influences on, the Targhee's range resources by addressing the following topics:

- Current range management.
- Range-grizzly bear conflicts.
- Range-riparian habitat conflicts.

a. Current Range Management

Over 93 percent of the Targhee's 1.8 million acres are in range allotments, meaning that their use for grazing purposes has been authorized. The condition of these allotments is the healthiest in the Region; primarily because the Targhee is operating at a point below the established rangeland "grazing capacity" (defined as the maximum stocking rate possible without inducing damage to vegetation or related resources). Table II-6 provides a comparison of present

use and use authorized as a result of defining grazing capacity for the Targhee's rangeland resources.

Despite the fact that current use is below established grazing capacity on a Forest-wide basis, some adjustments may be needed to correct past damage or prevent future damage. For instance, some sheep allotments are currently on high-elevation critical watersheds and, to prevent damage to those watershed, will require adjustment. The small amount of lower elevation areas which need attention are being restored at the rate of one allotment per year. There are opportunities for increasing the grazing capacity of the range by using more intensive grazing "systems" (for instance, structural improvements and vegetation manipulation).

Currently, 200 local families graze their livestock on the Forest. Range allotments are relatively inexpensive to use, with permittees paying a monthly fee of \$2.01 per cow with calf and \$.41 per ewe with lamb. Due to the total expense of managing mountain ranges due to travel distances, fence maintenance, losses to predators, and poison plants, one can argue that this fee is commensurate with costs on private lands. These allotments are difficult to acquire as transfer is only allowed by purchase of the herd using a particular allotment or purchase of a permittee's private land. Permittees now pay about \$141,000 per year for using Targhee grazing allotments; \$124,000 comes from cattle permittees and \$17,000 from sheep permittees. The Forest spends \$160,000 per year on range improvements.

The public may wish to comment on current range management practices and policies by addressing the following questions:

- To what degree should the Targhee promote increased grazing use to reach es-

Table II-6
CURRENT AND AUTHORIZED GRAZING USE ON THE TARGHEE

Animal	Authorized Use (# of Animals)	Actual Use (# of Animals)	Actual Use as % of Authorized use
Cattle	20,175	17,812	88%
Sheep	110,491	62,072	56%

established range carrying capacity?

- To what degree should efforts be focused on increasing current grazing capacity through such management techniques as prescribed burning, pasture systems, and water development?

b. Range Management-Grizzly Bear Management Conflicts

"Essential grizzly bear habitat" (see discussion in "Wildlife Resources" section) is a total of 170,000 acres of the Targhee. Guidelines for Forest management in these areas state that:

"Management decisions will favor the needs of the grizzly bear when grizzly habitat and other land use values compete. Land uses which can affect grizzlies and/or their habitat will be made compatible with grizzly needs or such uses will be disallowed or eliminated."

This management guideline *could* present a problem for the small number of sheep permittees who have grazing allotments in these essential habitat areas. At this time the Targhee does not believe that essential habitat designation automatically eliminates the possibility of sheep grazing. Grizzly bears do not appear to pose much danger to cattle.

Presently there are four vacant allotments located in areas near allotments in essential grizzly bear habitat areas. There is the possibility of moving the permittees to new allotments. The Forest Service does give a permittee the option of voluntarily moving his herd to a new allotment when available. To date, one permittee has taken advantage of this opportunity. In addition to this voluntary program, the Targhee has an effort underway to combine allotments in essential habitat areas with others adjacent to them, thereby allowing the permittee greater flexibility in moving his sheep in response to grizzly activity. In this way, the possibility of direct conflict between sheep and grizzlies is reduced.

Both the adjacent allotment and voluntary moving programs appear to be working well in preventing undesired encounters between grizzlies and sheep. The public is invited to comment on the potential for conflicts between grizzly bears and sheep. Some current concerns are:

- To what degree have current programs

helped to reduce/increase potential conflicts?

- What further measures should the Targhee take to guarantee a sheep industry and at the same time, protect grizzly bear populations?

c. Range Management-Riparian Habitat Management Conflicts

The growing awareness of the importance of *riparian* areas ("areas that are the interface between land and water environments and whose vegetation shows the influence of that water"), coupled with NFMA requirements, has resulted in greater emphasis on coordinated management to respond to the needs of livestock, wildlife, water quality, timber harvesting and recreation. This unique riparian ecosystem comprises only about 1% of the total land area on the Targhee but has the most intense use and competition. Conflicts among uses on these areas are more pronounced due to lush vegetation, plant diversity, proximity to water and limited acreage. Some wildlife species are totally dependent on riparian areas.

Livestock (especially cattle) have been the greatest single impact on riparian areas with road construction and use a close second. Damage is generally in the form of stream bank trampling and overgrazing of willows and other riparian vegetation. Loss of cover for shade and food production for fish and increased erosion are other adverse impacts. Nearly all cattle allotments contain some riparian land. Most cattle allotments on the Forest are operating under an "improved pasture management system" which provides periodic rest or deferment to areas containing riparian vegetation. Vegetation and soil condition on many of these allotments is considered to be good from the grazing management standpoint. The Forest is aware, however, of adverse impacts to other resources, especially fish, wildlife and water quality.

Formal inventories to assess these impacts have not been conducted but are planned for 1980 and beyond. The Targhee lacks sufficient information about these lands and the basic characteristics and capabilities needed for coordinated management.

These existing and potential conflicts between livestock management and other uses suggest the following questions for discussion about riparian areas:

- Given that the extent of damage by cattle to riparian habitats is unknown, to what degree should the Targhee address this situation? How?
- Are there any particular areas where attention is most needed? Why?

4. ENERGY RESOURCES

This section portrays the management situation regarding the Targhee's energy resource by focusing on the following topics:

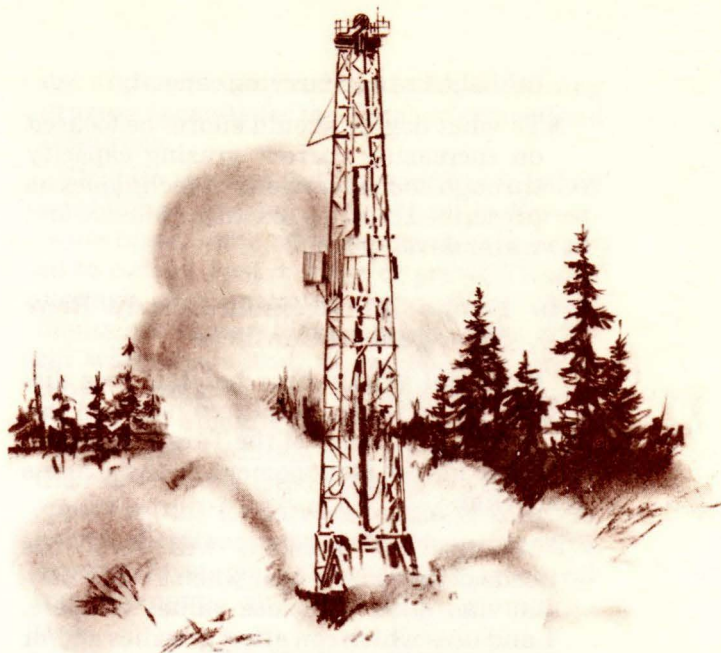
- Current and projected leasing of the Targhee's energy resources.
- Geothermal development in the Island Park geothermal area.
- Oil and gas leasing in the Palisades RARE II further planning area.
- Coal leasing in the Horseshoe Creek area.

a. Current and Projected Leasing of the Targhee's Energy Resources

Oil and gas, geothermal, and coal are the energy resources of most importance on the Targhee. Because they are located underground, precise estimates of total supply are not available. However, lease applications received on some areas indicated a high probability of commercial supplies. These are shown in Figure 2.5.

Exploration for oil and gas and geothermal resources is already underway on the Targhee and interest in future exploration is growing (see Table II-7). No geothermal leases are expected to be given in the 1979-1982 period. Exploration and development of these energy resources occurs through a leasing system which involves the Forest Service, the Bureau of Land Management (BLM), and the U.S. Geological Survey. In order to better understand some of the issues regarding energy resources on the Forest, it is important to understand the roles that these agencies play in the leasing system.

Oil and gas leasing on the Targhee is done according to the Mineral Leasing Act of 1920. Under this statute, BLM has the authority to grant leases for oil and gas exploration and development, and USGS administers the lease. The Forest Service recommends stipulations to BLM for protection of surface resources, but BLM is not required



by law to comply with these recommendations. Thus even though development activities are occurring on National Forest land, the Forest Service has no legal authority over whether or how it takes place. Procedures for granting oil and gas leases are as follows:

- Application for leases filed with District Office of BLM.
- BLM requests a recommendation from Forest Service regarding application.
- Forest Service makes recommendation to BLM.
- BLM acts on lease application.
- If lease is approved, applicant files operating plan with USGS.
- USGS asks for Forest Service recommendations regarding operating plan.
- Forest Service makes recommendations to USGS regarding operations.
- USGS approves operating plan.

The situation regarding geothermal leasing is different from oil and gas. The Geothermal Steam Act of 1970 authorizes the Secretary of Interior to issue leases for the development of geothermal resources on Federal lands. The procedures regarding geothermal leasing are similar to those for oil and gas leasing except that BLM and USGS are re-

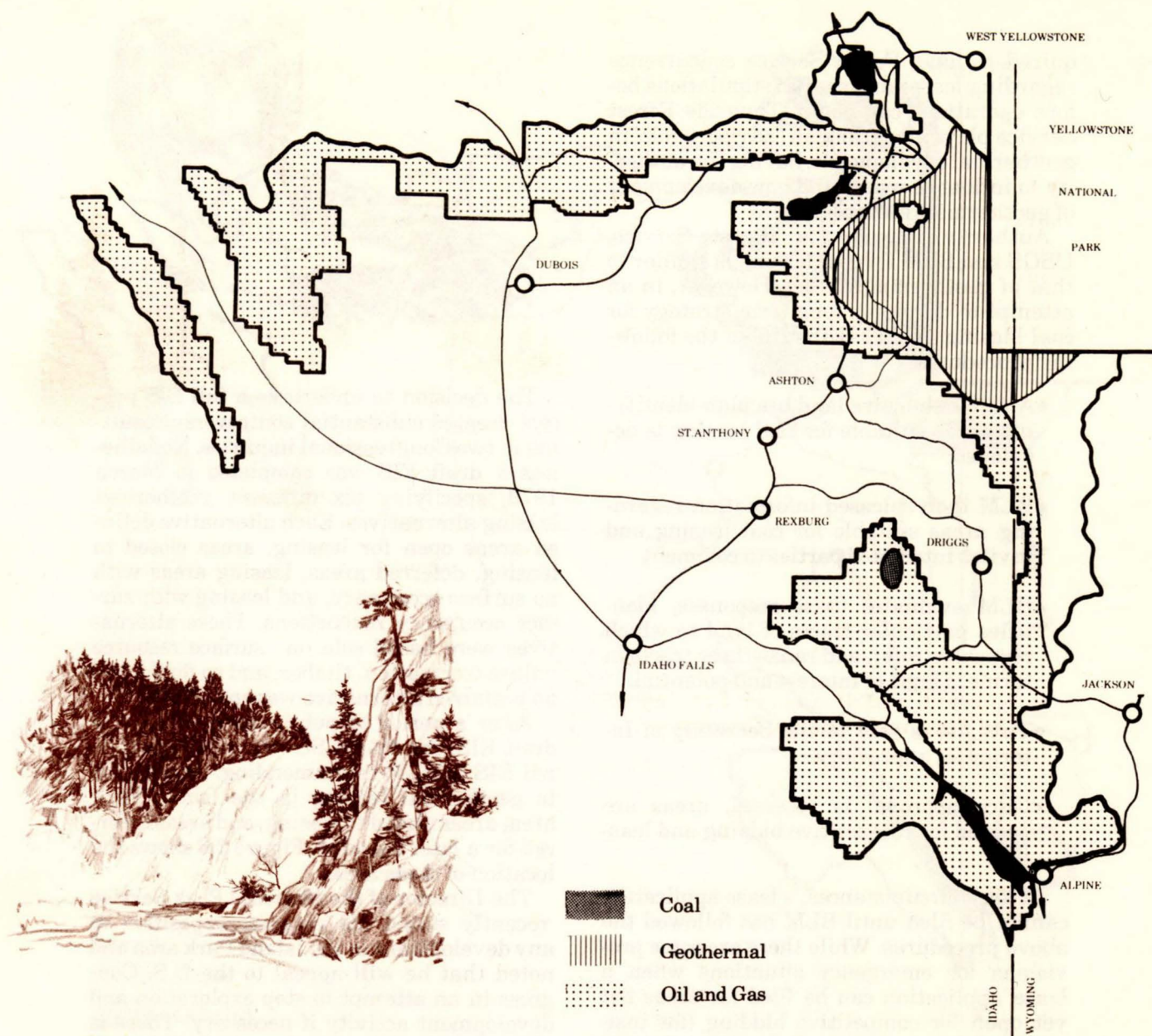


FIGURE 2.5 LOCATION OF PROBABLE COMMERCIAL SUPPLIES OF OIL AND GAS, GEOTHERMAL, AND COAL RESOURCES ON THE TARGHEE

Table II-7

CURRENT LEASES AND APPLICATIONS FOR EXPLORATION AND DEVELOPMENT OF ENERGY RESOURCES ON THE TARGHEE (1979)

Resource	Number of Leases	Number of Applications
Oil and gas	321	336
Geothermal	1	192

quired to have Forest Service concurrence regarding leases and special stipulations before operations can begin. Thus the Forest Service plays more than an "advisory role" in geothermal development, having the authority to influence where and how development of geothermal resources occurs.

Authority among the Forest Service, USGS and BLM for coal leasing is similar to that of geothermal leasing. However, in an attempt to develop a long-term strategy for coal leasing, BLM has instituted the following procedures;

- A comprehensive land use plan identifying areas suitable for coal leasing is developed.
- BLM then released information regarding areas suitable for coal leasing and invites interested parties to comment.
- BLM evaluates these responses, identifies particular tracts of land to which responses refer, and ranks these tracts in terms of level of interest and potential.
- This list is sent to the Secretary of Interior for approval.
- Once approval is received, areas are opened for competitive bidding and leasing.

In most circumstances, a lease application cannot be filed until BLM has followed the above procedures. While there are some provisions for emergency situations when a lease application can be filed for areas not yet open for competitive bidding (for instance, if a mine is already in operation and the operator needs BLM authorization to continue), usually the procedures are quite restrictive.

b. Geothermal Development in the Island Park Geothermal Area

In May 1974, BLM informed the Forest Service that lease applications had been received for exploring geothermal resources in the Island Park area of the Targhee. In May 1975, USGS, Forest Service, Fish and Wildlife Service, and National Park Service personnel met to discuss the matter further. At this meeting, it was agreed that an Environmental Impact Statement (EIS) would be written with the Forest Service playing the lead role.



The decision to undertake a full EIS process created substantial controversy resulting in two Congressional inquiries. Nonetheless a draft EIS was completed in March 1979, specifying six different geothermal leasing alternatives. Each alternative defined areas open for leasing, areas closed to leasing, deferred areas, leasing areas with no surface occupancy, and leasing with surface occupancy restrictions. These alternatives were based solely on surface resource values (recreation, timber, and so forth) and no preferred alternative was specified.

After a period of public comment on the draft EIS, the Forest Service released its final EIS to BLM recommending: Areas open to geothermal leasing in the Island Park area, areas closed to leasing, and areas deferred for a later decision. Figure 2.6 shows the location of these areas.

The Director of the National Park Service recently stated his vigorous opposition to any development in the Island Park area and noted that he will appeal to the U.S. Congress in an attempt to stop exploration and development activity if necessary. There is little information on the relationship between geothermal resources in the Island Park area and thermal activity in nearby Yellowstone National Park. Nevertheless, the determination of areas open for leasing in the final EIS represents the Forest Service's agreement with BLM regarding where leases can be granted though as of yet, no leases have been issued. If any leases are awarded for exploration of geothermal resources, the Forest Service and USGS must agree on special stipulations which will guide subsequent development. Thus, the Forest Service will continue to play an important role in any geothermal development that might occur. Due to this continued role, the Forest Service invites the public to respond to the following questions:

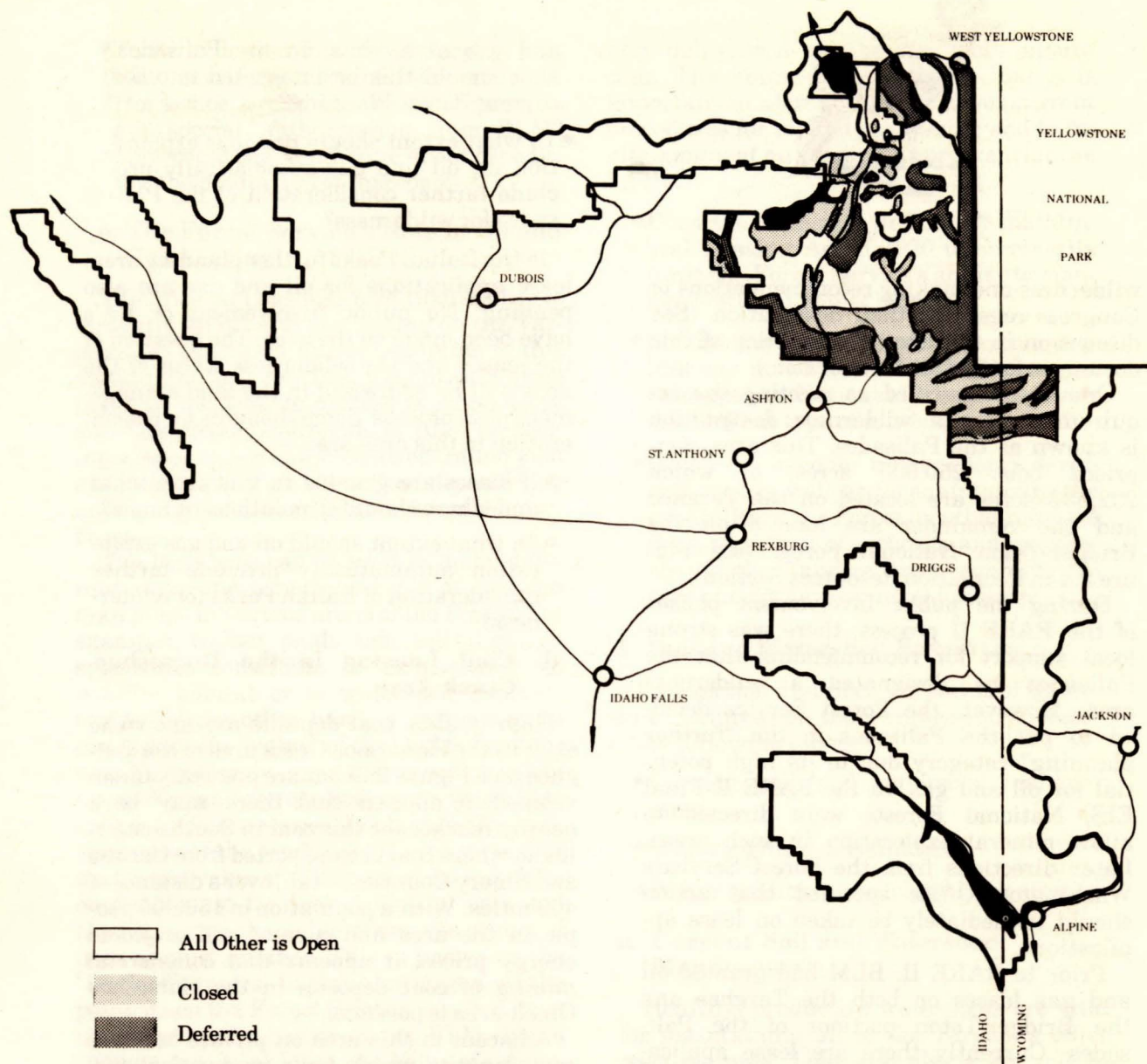


FIGURE 2.6 AREAS RECOMMENDED AS OPEN, CLOSED, AND DEFERRED FOR GEOTHERMAL LEASING WITHIN THE ISLAND PARK AREA

- If some areas in the Island Park Geothermal Area are opened for leasing, what kind of consideration should be taken into account when the Forest Service draws up stipulations for the USGS regarding geothermal development?
- What types of information are needed to develop such stipulations?
- What specific kinds of stipulations are appropriate and why?

- To what degree should the Forest Service continue to study "deferred" areas for recommendation to BLM for geothermal leasing?

c. Oil and Gas Leasing in the Palisades and Italian Peaks RARE II "Further Planning" Areas

The Forest Service recently undertook a Roadless Area Review and Evaluation II (RARE II), a National program with the purpose of identifying areas suitable for



wilderness and making recommendations to Congress regarding their designation. (See discussion in the Recreation section of this document for further information.)

One area identified as meeting the requirements for a wilderness designation is known as the Palisades. This area comprises about 250,000 acres, of which 202,630 acres are located on the Targhee and the remainder are located on the Bridger-Teton National Forest (see Figure 2.4 in Recreation Resources Section).

During the public involvement phases of the RARE II process, there was strong local support for recommending that the Palisades be designated a wilderness area. However, the Forest Service decided to put the Palisades in the "further planning" category due to its high potential for oil and gas. In the RARE II Final EIS, National Forests were directed to allow mineral exploration in such areas. Later directions from the Forest Service's Washington Office specified that action should immediately be taken on lease applications.

Prior to RARE II, BLM had granted oil and gas leases on both the Targhee and the Bridger-Teton portions of the Palisades. Currently there are lease applications outstanding for the Targhee and for the Bridger-Teton sections.

Total supplies of oil and gas resources in the Palisades are unknown. If it turns out that commercial development of these resources is not found or is unprofitable, the Targhee wants to retain the future options of recommending the area as wilderness. The Forest is now developing stipulations for exploration and development to recommend to BLM and has undertaken public involvement activities. Although the Forest Service has no legal authority over where or how oil and gas exploration and development occurs, the public can assist the Targhee in shaping its program in the following areas:

- Public involvement has occurred and stipulations have been developed for oil

and gas exploration in the Palisades. How should this be integrated into the current Forest Planning?

- To what extent should previous exploration for oil and gas automatically preclude further consideration of the Palisades for wilderness?

In the Italian Peaks further planning area, lease applications for oil and gas are also pending. No public involvement or EA's have been made on the area. The question of the leases and the wilderness status of the area will be addressed in the land management plan process. Some thoughts for consideration in this area are:

- If leases are granted in this area, what and where should stipulations be made?
- To what extent should oil and gas exploration automatically preclude further consideration of Italian Peaks for wilderness?

d. Coal Leasing in the Horseshoe Creek Area

High quality coal deposits are known to exist in the Horseshoe Creek area of the Targhee (see Figure 2.5) but are presently undeveloped. It appears that there may be a nearby market for this coal in Southeastern Idaho where coal is transported from Carbon and Emery Counties, Utah, over a distance of 400 miles. With a population of 150,000 people in the area and current and projected energy prices, it appears that commercial mining of coal deposits in the Horseshoe Creek area is possible.

Adjacent to this area on private land are coal deposits which have produced 50,000 tons of marketable coal. Coal production from these deposits is not now economically feasible; it would become so if they could be mined jointly with Targhee coal supplies. If this arrangement was made, underground methods would be used to extract the coal.

The individual who owns this land has attempted to obtain a lease from the BLM which is the agency of authority in coal leasing procedures. However, since this individual does not qualify under BLM's emergency provisions (his mine has not been in operation for a number of years) and that agency has no comprehensive land use plan identifying lands suitable for coal leasing encompassing the area, he has been unsuccessful. This situation raises the following discussion question:

- To what degree should the Targhee promote development of coal reserves in the Horseshoe Creek area by attempting to get special authorization from BLM? How could the Targhee go about expediting the production of this coal?

e. The Forest Service's Role in Oil and Gas Leasing

The Mineral Leasing Act of 1920 applies to virtually all oil and gas leasing on the Targhee. As discussed at the beginning of this section, the only role that the Forest Service plays in the leasing process is an advisory one—its recommendations to BLM on issuing a lease and to USGS on an operation plan are based solely on the value of protecting and using surface resources for other purposes.

The land base can be used in many different ways and generally a mix of uses can take place in various areas of the Forest. For example, timber production activities can sometimes contribute to enhancement of wildlife habitat or to watershed improvement. On the other hand, a particular use can reduce the "value" of the land for another use. For example, exploration and development of oil and gas can reduce the value of an area for wilderness use. In planning for multiple uses of the land base, it is important to assess the value of various surface resources on the Forest for their potential uses and then to weigh the value of one use or mix of uses against another. This is known as the "tradeoff process" in planning jargon. At the point when the Forest Service is called upon to recommend whether or not BLM should issue a particular lease, the value of subsurface oil and gas reserves is unknown. The agency is forced to base its recommendations on incomplete information. By the time the value of such reserves is known, it is too late for the Forest Service to weigh the value of using the land for oil and gas development against preserving its value for another use.

A second issue regarding existing oil and gas leasing procedures relates to the need for interagency coordination. The required interaction among the Forest Service, BLM, and USGS frequently causes long delays in issuing leases and approving operation plans.

As it becomes more important to rely on domestic energy resources in meeting future needs, the issues of "trading off" one use against another, and of avoiding unneces-

sary delay, will also become more significant. The Forest Service thinks that it is important to alert the public about current procedures for oil and gas leasing and to invite comment on shaping its program for the future.

- Does the authority defined in the Mineral Leasing Act of 1920 unnecessarily limit the Forest Service's ability to manage National Forest lands?
- Should the Forest Service have more or less say in where and how oil and gas resources on National Forests are developed? What type of role is appropriate?
- Given the need for timely energy development, as well as for maintaining the capability of the Forest for other resource uses, what type of authority and program should the Targhee have regarding future energy development decisions?

5. Soil and Watershed Resources

This section describes the status of watershed resources on the Targhee and addresses the following topics:

- Current soil and watershed management.
- Water rights determinations.
- Water quality in the Island Park area.

a. Current Soil and Watershed Management

Healthy, productive watersheds are vital for maintaining all of the Targhee's other resource uses. They also play a key role in the Region's water supply—93 percent of the water in the Upper Snake River system begins on public lands. Protection of watershed on the Targhee is an important management concern.

For purposes of protection and managing the resources, the Targhee has been divided into 40 watersheds; activities that can have a major impact have been identified for each of these. Soils which are fragile or unstable and require special protection have also been identified and mapped. This information is used in reviewing proposed activities such as timber harvest and in developing recommendations for reducing undesirable impacts on watersheds. This review and recommendation procedure is undertaken by an interdisciplinary team which includes experts in soil

and watershed resources.

Current water yield for the Targhee is 2.8 million acre feet per year. (An acre foot is equal to the amount of water which would cover an area of one acre to a depth of one foot.) This annual yield could cover a 67 square mile area with one foot of water. Although sufficient water to meet needs is a problem in many areas of the West, the Targhee is fortunate as demands do not exceed supply. The quality of water on the Targhee is generally excellent; only during spring runoff and in the Island Park area is water quality a problem. On the whole, watersheds on the Targhee are in good condition.

The Forest is covered by three 208 Plans, the Idaho Statewide Water Quality Plan, the Teton County, Wyoming Plan and the Southwestern Wyoming Water Quality Plan. The 208 Plan is an EPA funded plan administered by the state that addresses the water quality of streams, lakes and reservoirs and groundwater. It is a consideration of all types of pollution sources, management controls and implementation factors.

The public is invited to comment on future management and protection of the Forest's watershed resources:

- Is the interdisciplinary team review of proposed activities an appropriate way to protect watershed resources?
- Should more specific requirements be defined and if so, what are they?

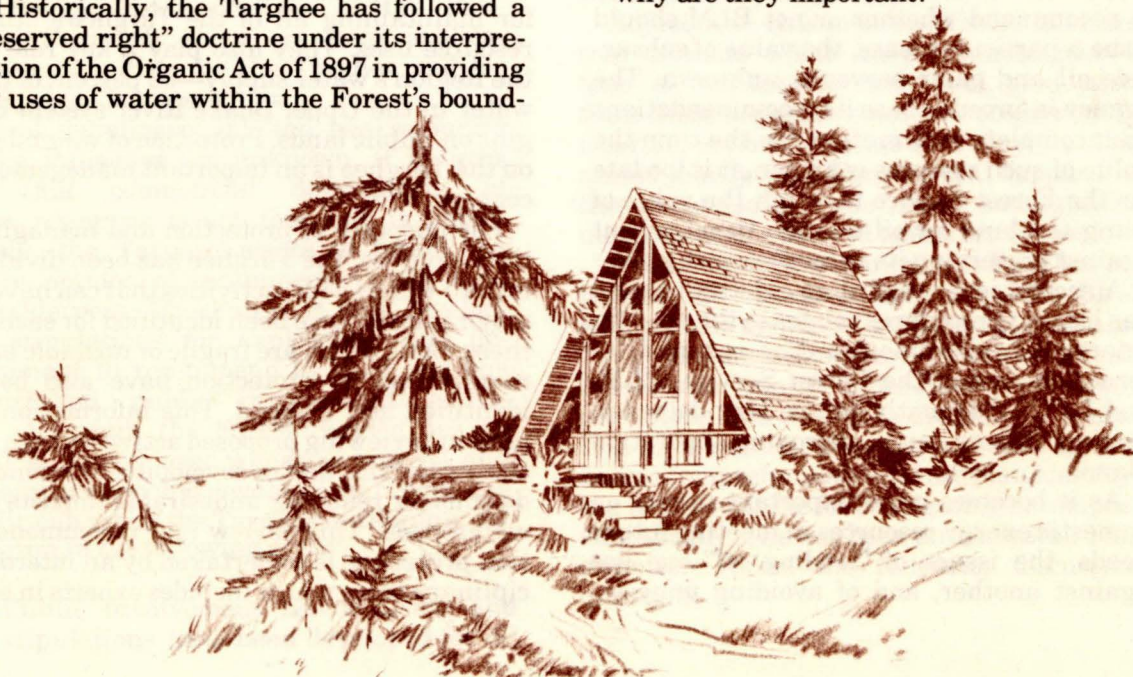
b. Water Rights Determination

Historically, the Targhee has followed a "reserved right" doctrine under its interpretation of the Organic Act of 1897 in providing for uses of water within the Forest's bound-

ary. This practice was challenged by the State of New Mexico in a suit over water rights from the Mimbres River. In 1978, the U.S. Supreme Court ruled (Case No. 77.510) that the Forest Service did not have "reserved rights" for water use and could only dispose of water rights for the purposes of maintaining stream flow and providing a continuous supply of timber under the authority granted to it in the Organic Act of 1897. For all other uses, such as wildlife, recreation, and range, the Forest Service will now have to apply for water rights to the state where the Forest is located.

The Targhee is currently evaluating 1,200 water rights on the Forest for review and disposition by the States of Idaho and Wyoming a program projected to be completed by 1983. No major opposition from the States is expected in establishing water rights for various uses on the Forest. However, the Forest Service may need to recommend priorities in use due to some localized water quantity problems. The public is invited to comment on use priorities so the Targhee staff will be in a position to develop recommendations should this become necessary.

- In applying to the States of Idaho and Wyoming for water rights, what type of information and which criteria should the Forest Service consider in recommending priority uses?
- Are there particular water uses that are more important to maintain than others? Where are these uses on the Forest and why are they important?



c. Water Quality in the Island Park Area

Degradation of water quality in the Island Park Area has been a problem for a number of years. Studies completed on water quality in this area indicate that the problem is associated with human waste and inadequate treatment facilities in the Mack's Inn area (an area within the Island Park area and under private ownership). Discussion between the U.S. Environmental Protection Agency (EPA) and local residents began in 1973 regarding the creation of a local improvement district to provide for the construction of sewage treatment facilities. Under EPA's program, the Federal Government would have provided 75 percent of the necessary funds, with the State and local community being responsible for the other 25 percent. The time limit on local action expired before any decision to proceed was made and the water quality problem persists. The Forest Service does not have the authority to enforce Federal water quality standards on private land; that authority rests with the State of Idaho.

Summer homes under special use permits on the Targhee are also contributing factors to water quality degradation. The Targhee's plans for an interpretive facility at Big Springs led to the termination of a number of these permits. However, that action was challenged by permittees and is now being decided (see Recreation Resources and Special Uses section of this document). It is expected that removal of the homes would lessen the water quality problem; their contribution to water quality degradation is currently unknown. In order to minimize the impact of summer homes on water quality, the Forest Service is reviewing sewage facilities as each home's permit comes up for renewal.

The public is invited to provide suggestions to help guide the Targhee in its continued dealing with the Island Park water quality problem:

- Is the current practice of reviewing sewage treatment facilities of each summer home when permits come up for renewal an effective way to deal with the water quality problem?
- Are there other actions that the Forest Service could take to deal more effectively with water quality problems in the Island Park Area?

- Lacking the authority to enforce water quality standards on private landowners in the area, how could the Forest Service influence the State to address the sewage treatment problem?

6. WILDLIFE AND FISH RESOURCES

This section discusses the current situation regarding wildlife management in terms of the following topics:

- Population trends of major species.
- Threatened and endangered species management.
- Wildlife management and transportation planning.
- Conflicts between riparian habitat management and range management.

a. Population Trends of Major Species

The overall objective of wildlife management on the Targhee is to maintain healthy, viable populations of the many species that inhabit the Forest. Responsibility for meeting this objective on National Forests is shared by Federal and State agencies. Federal agencies are responsible for managing wildlife habitat (cover, food, water, and special requirements), while State agencies are responsible for managing the animals, (specifying hunting seasons and bag limits,). Currently there is a regular season on the Targhee to hunt mule deer and elk with special hunting permits required for moose (in Wyoming), antelope, and cougar. There is also a regular fishing season for the variety of fish found in streams, lakes and reservoirs on the Forest.

Elk, moose and mule deer are the predominant big game species on the Forest. Elk populations are increasing after a 15-year low. The Targhee plays an important role in maintaining these populations by providing summer range, major staging grounds, calving grounds and migration routes.

Mule deer is the most important species in Idaho in terms of number of animals harvested and hunter participation. The present population is at a low point due to climatic, habitat and reproduction factors.

The Targhee provides excellent winter range for moose, but the previous high density population has declined dramatically due to winter mortality and illegal kills.

The Targhee plays an important role in

the migration of waterfowl along the Pacific and Central Flyways (oriented along the Snake River drainage). Latest population estimates show that over one million waterfowl migrate along this route annually. Resting and feeding habitat on the Forest is sufficient to maintain these migrating populations through 1990. The Targhee provides habitat for such unique bird species as the sandhill crane, trumpeter swan, and golden and bald eagles.

The Targhee's many streams, lakes and reservoirs provided 185,500 recreation visitor days of fishing in 1978 (11 percent of the total visitor days on the Forest). Over 600 named creeks and streams are located on the Forest; 300 miles of these are State Fish and Game "classified trout streams". Perhaps the best known of the Targhee streams is the Henry's Fork of the Snake River.

The animal population and harvest level trends raise some questions regarding future wildlife and fish management, including:

- How can the Targhee contribute to the stabilization of important big game and fish species?
- What guidelines for timber harvesting and road construction are necessary to protect big game species?
- How can the Targhee and the States of Idaho and Wyoming better coordinate wildlife populations and habitat requirements?
- How should the Targhee seek to maintain the quality of fisheries habitat on Henry's Fork?

b. Threatened and Endangered Species Management

The Endangered Species Act of 1973 (P.L. 93-205) calls for special protection and management by Federal agencies of wildlife species that the Secretary of the Interior determines to be threatened or endangered. Statutory mandates of that Act require Federal agencies to conserve such species, carry out specific programs in this conservation effort, and ensure that other agency actions do not result in the destruction or modification of critical habitat.

The Secretary of the Interior is charged with determining critical habitat for threatened and endangered species but, to date, these determinations have not been made. In response to the Endangered Species Act, the



Targhee has determined essential habitat for threatened and endangered species on the Forest; these determinations will most likely be the Forest Service recommendation for critical habitat. Threatened or endangered species on the Targhee include the grizzly bear, Rocky Mountain wolf, peregrine falcon and bald eagle. There have been sightings of the Rocky Mountain wolf on the Forest but at this time, no essential habitat has been established. The peregrine falcon is not mapped for purposes of protecting the species. There are historic peregrine falcon nesting sites and these have been recommended as essential habitat. Figure 2.7 indicates the locations of essential habitat for two of these species. The essential habitat delineation shown for grizzly bears is almost finalized; delineations shown for the other species have been proposed and will be finalized in the Targhee Endangered Species Management Plan.

A grizzly bear management plan has been developed that stratifies the Forest into grizzly bear "management situations". Each of these situations is associated with a set of guidelines for maintaining and improving grizzly habitat and minimizing and resolving human-bear conflict potential. Management Situation 1 (essential habitat) is the most restrictive, specifying that the bear is the primary user on the area and that management decisions will favor the bear when other users compete. Each subsequent management situation (2-5) becomes successively less restrictive regarding competing uses. This determination of the management



FIGURE 2.7 ESSENTIAL HABITAT FOR GRIZZLY BEAR, AND BALD EAGLE

situation is an outcome of work by the Interagency Bear Study Team, a group appointed in 1973 to provide information about grizzly bear populations and habitat in the Greater Yellowstone area (of which the Targhee is a part).

Even the most restrictive management situation does not necessarily preclude uses of essential habitat for purposes other than proposed for such area, an interdisciplinary team from the Targhee reviews the proposal within the framework set by the guidelines in each management situation. A decision

regarding mitigating measures necessary to maintain management situation direction is made in this review, and recommended to the District Ranger on whose District the project is undertaken. The Ranger then takes these recommendations under consideration in his decision. This decision is then reviewed at the Supervisor's office for a final determination.

The above discussion regarding endangered species management raises some questions for public discussion:

- Are current procedures for interdisciplinary team review of proposed projects adequate to maintain and improve grizzly bear habitat and resolve potential human-bear conflicts? If so, why? If not, why?
- Is interpretation of the management situation and recommendation of mitigation measures by the interdisciplinary team sufficient for ensuring that agency actions do not result in destruction or modification of essential habitat? Should guidelines be further specified in terms of required management practices?
- To what extent should the Targhee use the "Management Situation" approach and interdisciplinary team review for management of the other threatened and endangered species?

c. Wildlife Diversity

Section 219.12(g) of the September 17, 1979, final rules for implementing the National Forest Management Act states:

"Fish and Wildlife habitats will be managed to maintain viable populations of all existing native vertebrate species in the planning area and maintain and improve habitat of management indicator species." (A species used to judge impact of management activities on biological communities or water quality.)

Wildlife diversity is currently maintained on the Targhee through a set of guidelines for coordinating timber and wildlife management activities. These guidelines provide recommendations for maintaining bird, small mammal, and big game populations during timber management situation guidelines described in the previous discussion.

Since the focus on species diversity is relatively new, the existing guidelines for coordinating timber and wildlife activities need to be modified. For example they focus on maintaining diversity of non-game birds *among timber stands but not within them*. In addition they are generally focused on the 10 year planning horizon of the timber management plan, a factor which limits longer-term and larger-term approaches for maintaining wildlife diversity.

As well as modifying current coordination guidelines, the Targhee will need to develop a more complete set of *species indicator*

groups than they now have in order to comply with the above-referenced regulations. An indicator species is a plant or animal species so highly adapted to a particular kind of environment that its mere presence is sufficient indication that specific habitat conditions are also present. The public is invited to comment on management of wildlife diversity as a specific goal on the Targhee as well as on the development of an indicator species list by addressing the following questions:

- To what degree do current guidelines for coordinating timber and wildlife activities, and interdisciplinary team review procedures appear to meet the new wildlife diversity requirements?
- Are there other ways to maintain species diversity and how could they be accomplished?
- What approach should be used in defining indicator species and why?
- What particular species should be considered as indicator species and why?

d. Wildlife Management and Forest Development Roads Planning

With the lodgepole pine salvage program came an increase in the size of the Targhee's road network from 1,480 miles in 1970 to some 1,770 miles today. The construction of these roads had a direct impact on wildlife through destruction or changes of habitat. The access created by the enlarged road network has also had effects on wildlife populations due to increased hunting and other human activities.

The Idaho Department of Fish and Game also recently became concerned by this situation. The Targhee developed a road closure program so that undesirable impacts on wildlife can be mitigated. (See the Forest Development Roads section of this document for a discussion of road management planning.)

Given that increased access has had undesirable impacts on wildlife resources, the Targhee is interested in obtaining public comment on how to better integrate wildlife management with transportation planning:

- How should the Targhee use a road management system to reduce impacts on wildlife created by increased user access?
- What other kinds of programs might

serve the same purposes and how should they be administered?

e. Conflicts Between Riparian Habitat Management and Range Management

This topic is addressed in the "Range Resources" portion of this document.

C. Support Elements

1. FOREST ROADS

The Targhee's road system is one of the most important support elements for managing and utilizing the Forest's resources. The current status of this system and its role in future Forest management is addressed by the following topics:

- Current road system management.
- Road management planning.

a. Current Road System Management

There are approximately 1,770 miles of roads on the Targhee. When these roads were planned and designed, maintenance levels were also prescribed. Table II-8 presents information on the present system.

this situation by addressing the following questions:

- What kind of priorities should the Targhee develop for maintaining its road system if budget limitations continue to be a problem?
- Is the current road system adequate? If additions are made, where should they be located on the Forest?
- What measures can be taken to assure adequate maintenance of new roads in light of existing budget problems?

b. Road Management Planning

Many of the Targhee's roads were constructed in the mid-1970s as part of the timber salvage program, providing first-time access to recreationists, firewood gatherers and hunters. Currently, 98 percent of the roads are suitable for some types of vehicular use. Of this, over half is suitable for various modes of public travel (passenger cars, four-wheel drives) and the remainder are for off-road vehicles only. While access provided by roads is needed to support most Forest uses, the extensive road system now

Table II-8
ROAD SYSTEM ON THE TARGHEE BY ROAD MAINTENANCE CATEGORY

	# of miles	% of total road system
Not normally traveled by road vehicles	28	2
Travelled but not by passenger cars	771	43
Travelled by passenger cars	977	55
TOTAL	1,776 miles	100%

Due to budget limitations, the Targhee has not been able to maintain its road system according to the standards prescribed in planning. It is estimated that \$383,000 per year are required to accomplish this task. In FY 1980, the Targhee was allotted only \$271,000. Inflation will affect the amount of money needed in future years. Roads in the first two categories above will suffer the most. The public is invited to comment on

in existence has created problems. For instance, the State of Idaho Fish and Game Department has recently requested road closures on the Targhee due to undesirable user impacts on wildlife (see "Wildlife Resources" section of this document). Safety problems increase as logging trucks must watch sportsmen's vehicles on the roads. Law enforcement problems have also resulted.

Due to these user impacts and maintenance budget limitations, the Targhee has begun a system of closing roads to use. For instance, many of the spur roads built during the salvage program are now closed and gated. Recognizing that protection of wildlife and closure of roads are controversial issues, the public is invited to comment on the Targhee's current road management planning efforts:

- What changes in management practices should be considered? On what road segments? Why and when?
- What types of considerations are important in developing and carrying out a road management system?

2. SPECIAL USES

The current status of special uses on the Forest is described below in terms of:

- Special uses program.
- Summer home permits.

a. Special Uses Program

National Forest lands cannot be purchased by the public. However, under certain circumstances permits can be granted for special uses by individuals or groups. Special uses presently occurring on the Targhee include operation of winter sports facilities such as ski areas, camping sites for large groups run by organizations such as Boy Scouts; building of fences; summer homes; roads; power transmission lines; telephone lines; and radio and television stations. The Forest grants "term permits" (specified for a particular period of time, but no longer than 50 years) or "annual permits" (reevaluated yearly) for these uses. Generally, term permits are issued for uses which require a large capital investment while annual permits are granted for uses that do not require a big investment.

The Forest Service is responsible for administering the 600 special use permits that have been issued. This includes a broad number of tasks such as *reviewing* special use applications, *checking* the operations of existing uses and *dealing with* various problems related to special uses as they arise. The present annual budget is not adequate to carry out these responsibilities.

The process of granting special use permits is an important part of the administra-

tion program. From both the applicant's and Forest Service's viewpoint changes in the present grant process may be desirable. Under current procedures there are no formal guidelines and/or criteria for reviewing a special use application and deciding whether or not to grant a permit. Criteria are developed and decisions are made on a case-by-case basis. This has worked reasonably well in the past. However, there may be an increasing problem due to the development of energy producing facilities both within and outside of the Forest which require transmission rights-of-way. Criteria for making decisions and establishing stipulations on how such special uses are to occur may be needed to avoid undesirable impacts on other Forest resource values.

Not only are Forest resource values at stake, but an applicant faces uncertain conditions as to whether or not a special use permit is likely to be granted or renewed. Specific acceptability criteria could avoid wasting time and money in submitting an application that has little chance of being granted. Similarly, they could also prevent the need for the Forest Service to waste time and money reviewing an application in depth when the criteria might clearly indicate that it is not to be granted.

The Forest Service is inviting public comment on future procedures for granting special use permits and administering those that have been granted:

- Is the case-by-case review of special use applications the best way to process such applications in the future? Why?
- Should the Forest Service develop detailed guidelines and criteria for granting special use permits? Why? What type of criteria are important?
- Given that there are more special use administration needs that can be accomplished with current manpower and budget limitations, should priorities be established for addressing special use problems? How? Should manhours/dollars be taken away from other activities? Which ones?
- Should special uses other than those already on the Forest be evaluated in the current planning effort? Which ones?
- To what degree should private develop-

ment be promoted through special use permits on the Targhee?

b. Summer Home Permits

In the late 1950's, the Forest completed a review of the Big Springs area, determining that public recreation was the best use for the land. At that time, the 28 summer home permittees were put on continued tenure, allowing them to retain their permits. If an owner sold his cabin or died before that time, the new permit was to be terminated in 1979. To date fourteen permits fall in this category. At present 10 permits are in termination status. A suit has since been filed in an attempt to prevent the Forest from terminating these permits. This situation raises questions regarding summer home permits in general:

- To what degree should summer home permits be continued in other areas of the Forest? Why?
- What types of conditions could be attached to permits in order to allow the continuation of private homes on the Targhee while providing for public access to nearby recreation areas?

3. LAW ENFORCEMENT

Law enforcement on the Targhee in past years has focused on criminal activities such as theft or violation of permitted activities. With increasing levels of use of national forest land has come a need to expand law enforcement activities to encompass "people management". An effort has been made to increase the skill level of national forest employees to deal with problems associated with increasing numbers of users. A Special Agent has been assigned to the Targhee to provide expertise, advice and training in law enforcement. He also serves three other forests. In addition, one level IV position (seven weeks of training at a national academy) has been added to the Forest staff. To provide Districts the expertise in law enforcement, level III training (80 hours of training by Forest Service law enforcement personnel) has been provided to at least one employee on each Ranger District.

If a law enforcement program is to be effective there must be consistency in dealing with persons who break the law. However, most Forest Service personnel have had no formal law enforcement training and little exposure to situations calling for enforcement actions. Often they are not prepared to

take correct actions as violations arise. It is not surprising that recreation regulations, off-road-vehicle restrictions, and firewood regulations have not been enforced consistently.

Another reason for inconsistent enforcement is that guidelines in the current law enforcement program are broad and leave it up to the Forest official on the scene to assess particular violation and respond accordingly. This may result in one type response being made in one situation and a different response in a similar situation. Regardless of the reason for these enforcement problems, the Targhee realizes that inconsistency may lead to decreasing public support and understanding of law enforcement in the Forest. This provides an opportunity for public input on the following questions:

- How should the current law enforcement program be made more effective?
- What types of user activities and/or violations should be better managed?

4. VISUAL RESOURCES

Visual resources have become increasingly important to the American public in the past decade. Since 1973, these values have been directly reflected in Forest Service management through its landscape management system. This system establishes criteria for identification and classification of scenic quality (variety classed) and aesthetic concern (sensitivity levels) for scenery on national forest lands; it then defines objectives for alteration of the visual resource. These criteria are then used to protect and/or enhance the scenery. Landscapes are first classified by "variety" type (such as distinctive, common or minimal landscape variety). Each of these classes is further rated for its visual "sensitivity" level (such as highest, average, or lowest sensitivity). This rating is based on a landscape's closeness to human habitation and travel patterns, and the degree to which users have a major concern for its scenic quality. Finally, each landscape is classified by "quality" objectives (such as preservation, retention, partial retention, modification or maximum modification). Once this classification scheme is complete, on-the-ground management practices proceed within objectives for particular landscapes.

The Targhee's visual resources program is concentrating on three tasks: (1) landscape inventory and classifications in line with the

above landscape management system, (2) review of on-the-ground projects to mitigate undesirable impacts on visual resources, and (3) enhancement of visual resources.

Landscape inventory on the forest is 38% completed.

Project review by an interdisciplinary team occurs on a case-by-case basis, with an expert in visual resources management on that team. In some cases such as utility corridors, roads, and range projects, guidebooks are used for the review.

Enhancement activities taking place include opening up of roadside views by selective tree cutting and replanting campgrounds where trees were killed by the mountain pine beetle epidemic.

The public is invited to comment on the Targhee's present and future visual resources program:

- Given that every management function is limited by budget and manpower, what priorities should be used in allocating dollars and time among the inventory, project review and enhancement aspects of the program?
- To what degree would the public like to play a role in defining particular quality objectives in the landscape management system? What would that role be?
- As the Forest continues to develop guidebooks and visual management plans, what level of detail should be used to define qualitative terms such as "minimal landscape variety" and to develop specific guidelines for managing projects so as to protect or enhance visual resource values?

5. CULTURAL RESOURCES

In 1971, President Richard Nixon issued Executive Order #11593, which called on federal land management agencies to preserve, restore and maintain the Nation's cultural resources. The Targhee's cultural resources program has focused on identifying and protecting historic or pre-historic artifacts or by-products of man, typically found in clusters and referred to as "cultural resources sites". Cultural resources found on the Targhee include burial mounds, settlements, tools, arrowheads, and artifacts of early pioneers and Indians.

The Forest has a program to protect cultural resources which is focused on two main activities. An inventory of the Targhee's cul-

tural resources is currently underway; currently 300 sites have been identified, mapped and catalogued. The catalogues showing the location of all cultural resource sites are maintained at the Forest, the Regional Office, and the State Historic Preservation Office. As part of the Forest's interdisciplinary project review process, the Forest archaeologist examines a project site and completes a report on the impact of a proposed project on cultural resources in the area. The archaeologist also makes recommendations to mitigate possible adverse effects where appropriate.

In order to gain the full benefits from discovering cultural resource sites, a site evaluation is undertaken. This consists of site excavation and detailed examination of the artifacts involved. The 300 sites which have been identified and mapped have not been evaluated because of budget and manpower limitations. The public is invited to address the following questions related to this dilemma:

- Should priorities be established for the definition and excavation of most important sites? On what basis?
- What types of programs should the Targhee initiate to encourage other institutions (i.e., universities, museums, foundations) to evaluate cultural resource sites on the Targhee?

6. FIRE

This section depicts the use and control of fire on the Targhee by discussing:

- Current fire management activities.
- Public understanding of fire in forest management.

a. Current Fire Management Activities

The mission of fire management is to protect and enhance the primary resources of wood, water, wildlife, range and recreation. This is accomplished through fire control, fuels management, and prescribed fire.

Fire control activities include the detection, prevention and suppression of wildfires on the Forest. Detection activities on the Targhee consist primarily of air patrols used on days of high fire danger during lightning strikes, or when smoke is reported. There are currently no lookout towers manned by Forest Service personnel (the last one, Bishop

Mountain, was deactivated after a 1978 study and is now manned by the Bureau of Land Management).

The Forest does not have an extensive fire prevention program because fires are caused by so many different factors that time and manpower requirements are prohibitive. Currently, each Ranger District has one person who assists in a variety of programs including firewood administration, fire prevention and recreation program administration.

The Targhee averages 30 fires per year which burn 200 acres. Usually, Forest personnel can successfully suppress these fires, but when assistance is needed they are aided by the Bridger-Teton "helitack" crew or West Yellowstone smoke jumpers. The Targhee had its worst fire season in history this past year with a major fire starting on Gallagher Peak, Italian Peaks Mountains. Although this fire cost \$487,000 to suppress, it did minimal damage to the area's resources. The fire was beneficial because it improved wildlife habitat and range conditions.

The Targhee's fuels management program is aimed at reducing the probability of large wildfires by dividing large high-hazard fuel areas into smaller units. This effort requires an inventory of fuels and mapping of existing and planned fuel breaks so that priorities can be established. Fuel breaks on the Forest are created by manpower crews, timber harvesting, and firewood cutters. Fuel reduction is accomplished by the same means as well as through the use of prescribed burning. Currently the Forest is building 1,000 acres of fuel breaks per year and treating fuels on 10,000 acres involved in 700 timber sales.

Prescribed fire is used not only in the fuels management program but also to accomplish such resource management objectives as wildlife habitat improvement, range improvement, and insect and disease control. Certain grasses, trees and plants need fire to make them grow again. Of 4,100 acres planned for treatment in 1979, 2,770 acres had been treated in 19 blocks by mid-May. Prescribed burning takes place in the spring and fall, when fuel conditions are best and there is a low probability of the fire burning out of control. The Targhee has a "Prescribed Burning Guide" which governs these activities.

The Targhee has developed three Fire Management Area Plans where immediate fire suppression may not be the primary objective due to high cost, little resource damage, and danger to fire fighter safety. Figure

2.8 indicates where these areas are located, what management objectives apply to each, and how much acreage is involved. In addition to the areas shown in Figure 2.8, The Medicine Lodge-Birch Creek planning unit which has 400,000 acres was evaluated to be included as a Fire Management Area. It was found unsuitable. Development of a Fire Management Area Plan in the Palisades Planning Unit will occur in 1980.

Though the Gallagher Peak Fire started in the High Country Fire Management Area, its spread to other areas in the Forest was due to rapid and unexpected changes in weather. Based on this experience the Targhee is refining the High Country Fire Management Plan. The public is invited to comment on the Targhee's current fire management activities:

- How could the current Fire Management Area Program be improved? Should it be expanded or contracted?
- What should be the focus of programs for joint fire management established with state and local agencies and with private land owners?

b. Public Understanding of Fire in Forest Management

There was considerable misunderstanding regarding the recent Gallagher Peak fire indicating that the public may be misinformed about goals and objectives of current fire management activities. This apparent lack of information also pertains to the use of specific fire management tools such as prescribed burning and letting wildfires run their course. While it is not surprising that misunderstanding exists given that fire has been viewed only as a destructive force, the Targhee believes that interested parties should be informed about the many beneficial effects that use of fire in forest resources management can achieve. (Examples of such beneficial uses are provided in the previous discussion.)

Forest Service personnel are concerned about improving public understanding of its fire management activities and invites the public to comment on the following questions:

- How can the Targhee inform and involve the public in the fire management program?
- What role would the public like to play in the current program?

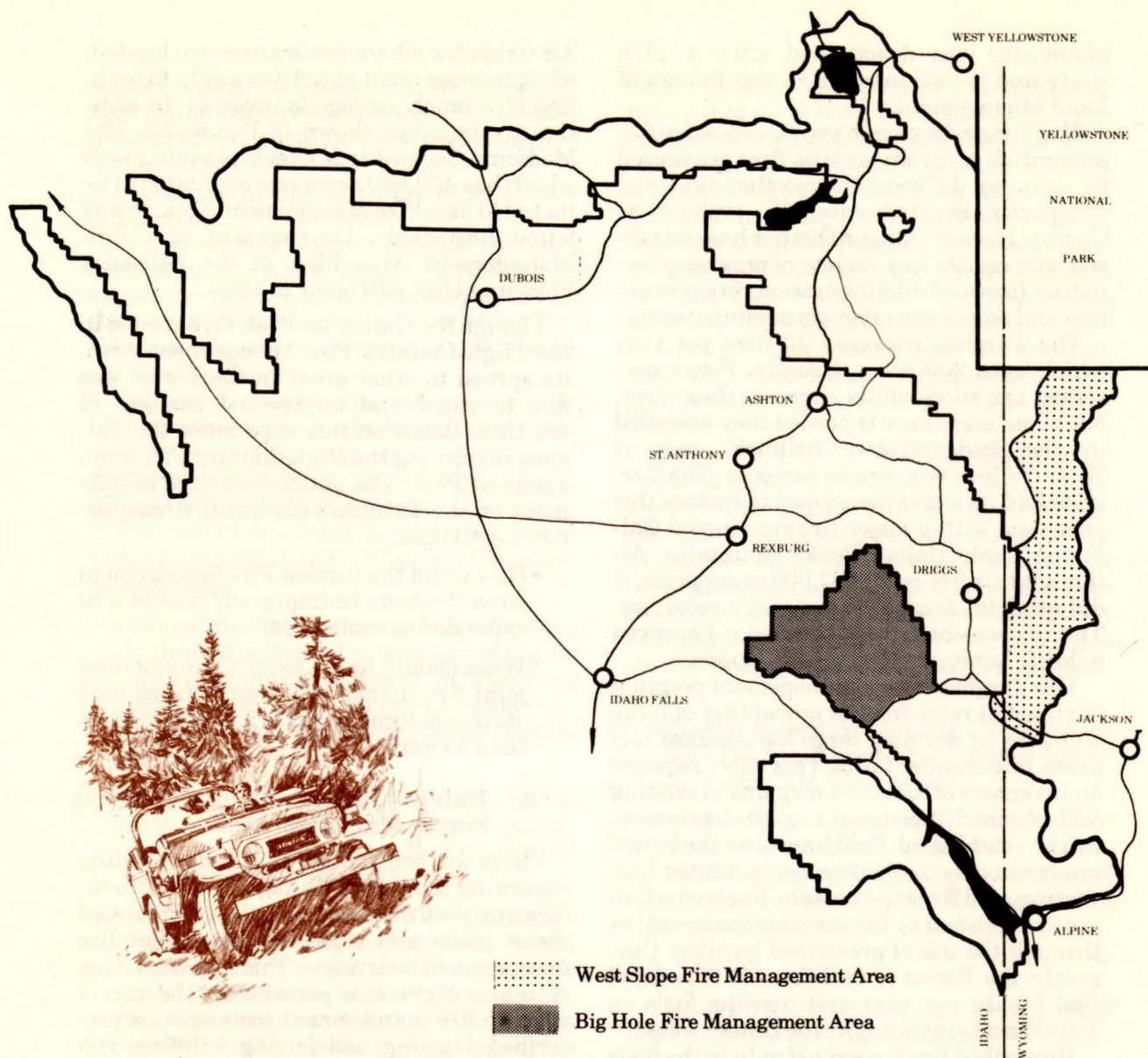


FIGURE 2.8 LOCATION AND MANAGEMENT OBJECTIVES FOR FIRE MANAGEMENT PLANNING AREAS ON THE TARGHEE

Fire Management Area	Size (Acres)	District
West Slope ¹⁾	170,795	Ashton, Teton Basin
High Country ²⁾	289,865	Dubois, Palisades, Island Park, Teton Basin
Big Hole ³⁾	170,000	Palisades, Teton Basin
630,660, or roughly 1/3 of the total area		

(See next page for description of objectives.)

- 1) This is essentially a wilderness fire plan. The primary objective is to restore fire to the West Slope ecosystems in order to maintain wilderness character. Heavy, down, insect-killed timber covers much of the F.M.A. Fires of several hundred to a few thousand acres will be permitted. Plan was implemented in May 1978.
- 2) This plan covers all land on the Targhee above 8,000 feet. All fires will be allowed to burn that do not exceed 10 acres. The primary objective of the plan is to reduce suppression costs. It was implemented in July 1978.
- 3) This plan includes managed timberlands as well as back country areas. All fires except pre- and post-season, limited potential fires will be suppressed in the timberlands, whereas all fires except those with escape potential will be allowed to burn in the back country. Objectives include suppression cost savings and utilization of unplanned fires to improve wildlife habitat. This plan was implemented in July 1979.

7. LANDS

The Targhee has an irregular boundary and irregular pattern of private holdings within the Forest. This irregularity causes management and administration difficulties. In addressing these difficulties the Lands program has established the following objectives:

- Address problems related to private in-holdings through purchase or exchange.
- Shorten boundary lines.
- Improve administration.
- Avoid trespass potential.
- Halt unwanted development.
- Provide land for development where needed.
- "Block up" ownership where one land-owner had lands scattered throughout the Forest.

Given limitations on money for land purchase as well as on the Forest Service's

budget for program administration, the Targhee is interested in receiving public comment on ways to achieve the above objectives:

- What considerations are important in establishing priorities for meeting the objectives of land purchase/exchange and boundary adjustments? Why?
- Should other objectives be included in the program? Which ones?

8. HUMAN RESOURCES

"Human resource" programs were begun by Congress to help give minorities, unskilled, and disadvantaged Americans the chance to work. There are six human resource programs on the Targhee, they include:

CETA - Comprehensive Employment and Training Act employees are not federal employees. They are paid by a sponsor (such as the Targhee) through federal funds provided through the State Job Service. When hired by the Targhee, the Forest Service is responsible for providing work experiences and training to assist the enrollee to gain skills to become employable.

There are 30 seasonal CETA employees. Problems with the program are finding time for supervisory personnel to train the employees. Once trained the employee often leaves for other work.

SCSEP - Senior Community Service Employment Program ("Older Americans") are not federal employees but are paid through federal funds. The Forest Service provides employment in work on F.S. projects.

There are 15 Older Americans on the Targhee. Problems with the program are a limited number of less physically demanding jobs within the capability of Older Americans. To qualify in the program, income must be below poverty level. Most Americans don't make below poverty level income. Older Americans have a problem with transportation.

YCC - Youth Conservation Corps is a summer environmental work-learning program for high school students. They are not federal employees; wages are paid from funds given to the Department of Labor.

Problems with this eight week program

are money and qualified environmental educated employees to supervise and train the students on a short term basis. The program has grown from 24 to 48 students in three seasons.

YACC - Young Adult Conservation Corps is a year-long program for unemployed youth from 16 to 23 years of age. Primarily labor-intensive work projects are provided enrollees which are designed to teach work ethics and assist the youth to be employable in the labor market. Enrollees' salaries are paid from a grant to the Department of Labor; they are not federal employees.

Problems with this program have been sociological. Many of the younger enrollees have never lived away from their home and have growing up pains to deal with. For many, the YACC program is their first job. Some youths are parolees or past law offenders while others have never experienced delinquency. Law enforcement problems arose between the community and the YACC residential camp. Enrollees were removed to spike camps to curtail the problem temporarily. Low pay and demanding conditions create a large turnover amongst the staff. The "camp" has been reduced from 100 enrollees to 65 due to lack of funding. A major problem is lack of a high school diploma which prevents them from obtaining permanent jobs.

Cooperative Education - Cooperative Education employment is offered to students who have completed their freshman year of college in a Forest Service career discipline. If work/study requirements are met by graduation, the students may receive a career-conditional appointment with the Forest Service. Employee is paid from Forest funds and they are Forest Service employees while working. The program stresses finding qualified minorities, women, handicapped and other disadvantaged students who would qualify for skilled positions.

Problems for this program are getting funds and finding such qualified students. The students also have difficulty in finding inexpensive, temporary housing on the Targhee.

There are three cooperative education students on the Targhee. We are seeking additional students.

Worker Trainee - Authority for this program is delegated from the Office of Personnel Management for unskilled workers.

Selected applicants become Forest Service employees and train to receive a non-competitive appointment after three years of training and satisfactory work experience. There is one worker trainee on the Forest. The problem is that the person with no skills who qualifies is paid very low wages.

The following are some human resource problems the public is invited to make comments on:

- What should the Targhee's position be with respect to human resource programs. To what extent should there be more emphasis or less emphasis and in what areas?
- Are there specific programs you would like to see expanded or reduced? Which ones? Why?
- To what extent should the community determine the need and desirability of a YACC program?
- How can the human resource program on the Targhee be improved?
- Are current poverty level guidelines reasonable for a person to qualify for these programs?



